manpower

vol. 2 no. 8 august 1970

The Many Faces of the Migrant

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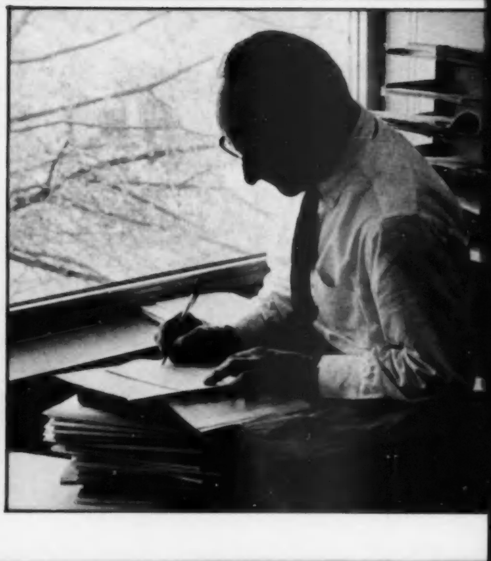
Viewpoint

People should have the opportunity to bet on themselves. Most organizations are reluctant to increase options for their employees because they mistakenly believe that everybody will respond. They won't. People who have to take the consequences of their actions tend to play it safe. Some years ago IBM offered young engineers alternative methods for calculating their earnings. One was a straight salary; the other guaranteed a lower base salary but provided for a variable bonus depending on performance. Only a few opted for the second method. An alert management will seek to identify those who want to bet on themselves and to encourage them.

Eli Ginzberg
Professor of Economics
Columbia University



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MANPOWER Magazine is the official monthly journal of the Manpower Administration, U.S. Department of Labor. It is distributed without charge to personnel of the national and regional Manpower Administration offices and, by special arrangement, to State employment security agencies. It is also available on subscription at $7.50 a year (single copies 65 cents) from the Superintendent of Documents, Government Printing Office, Washington, D.C. 20402. In countries other than the United States, Canada, and Mexico, annual subscription is $9.50. Use of funds for printing this publication approved by the Director of the Bureau of the Budget October 25, 1968.

Expressions of opinions in articles by authors outside the U.S. Department of Labor do not necessarily represent the views of the Department. Correspondence regarding articles should be addressed to the Editor, MANPOWER Magazine, Manpower Administration, U.S. Department of Labor, Washington, D.C. 20210.

CHANGES OF ADDRESS: Send new address, including ZIP code, to Superintendent of Documents, U.S. Government Printing Office, Washington, D.C. 20402. Please also include old address label from MANPOWER.

COVER: Sally Motley, Arts and Graphics Division, U.S. Department of Labor.

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ACCOUNTING: DEFICIT IN BLACK

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PROFESSION LOOKS TO NEGROES, WOMEN AS SHORTAGE LOOMS

By EMIL MICHAEL AUN

Accountants work with figures, and the figures about their own profession make interesting reading. For example:

The Bureau of Labor Statistics estimates there were more than 500,000 accountants employed in 1968. By 1980, this number must rise to 720,000 to meet the Nation's expected requirements. Growth and replacement needs are estimated at 32,000 annually. Yet, according to the U.S. Office of Education, only about 16,000 accountants are being graduated each year.

Where will the other 16,000 come from?

Bert N. Mitchell has an answer. So does Arlene S. Giordano. Mitchell, a black, thinks Negroes—who make up a minuscule segment of the profession today—can help fill the bill. Mrs. Giordano believes women can also make a major contribution. They should know. Both are certified public accountants.

The American Institute of Certified Public Accountants (AICPA) thinks they may be right and is actively promoting the entry of more blacks and more women into the field. Mitchell thinks the Institute could do more and has become an articulate exponent of just what can and should be done.

He came by his knowledge and opinions the hard way—through experience. Now 32, he arrived in New York City 11 years ago from Jamaica in the West Indies where he was born and reared. He came to America because he thought there were "good educational opportunities here."

He enrolled in New York's City College, which is free, and worked during the day to earn living expenses. "I had all kinds of odd jobs, some only paying a dollar an hour," he said. He also encountered racial prejudice. "I was turned down for a lot of dishwashing jobs because of no experience."

Despite these handicaps, he earned his Bachelor of Business Administration degree in 1963 after 4½ years of study. During that time he spent a year and a half working as an accountant for a small accounting firm. But they had no job for him when he finished college. The loss of a major account forced them to cut the staff.

He was not worried, however. He was young, had experience, and was one of the top students in his class. He drew up a resume, had it printed, and obtained from the AICPA a list of all major accounting firms in New York.

"I started at the Battery where many large firms are located, and walked clear up to 53rd Street, stopping in every firm on the list and leaving my resume. They said, 'You've got a good record. We'll call you.' I'm still waiting. One of the major firms asked me if I could be bonded. The implication was I would steal because I was black. I visited maybe 30 firms and walked 2 weeks before I found a job. And there I was, a top student."

Passed CPA First Time

He was finally hired by J. K. Lasser & Co., a New York firm where he spent 2½ years. He moved up fast, in responsibility and pay. "My salary went up almost 50 percent," Mitchell said. "There was no problem about my color once I got into the firm and they saw I was competent. Some of the clients asked that I be sent back for their auditing work the next year."

But there were some interesting moments. "I'd show up at a client's for the first time, and perhaps have a crew of four or five assistants. He'd look past me to the white assistants and say, 'Which of you gentlemen is in charge?' "

While at Lasser, he studied for and, in 1965 obtained, his CPA certificate. In New York, this requires a bachelor's degree, 2 to 3 years of experience in a public accounting firm, and passing the examination. "I passed at the first sitting," he said. "Very few people in the country taking the exam pass the first time." (The AICPA says 10 percent.)

Early in 1966 he was hired as controller of Interamerica Life Insurance Company, a black New York firm, and a few months later moved to the Ford Foundation as an assistant controller.

In July of the following year he became a partner in Lucas, Tucker & Co., a New York CPA firm located in Harlem. "I switched because, while I enjoyed Ford, more black people have to offer their expertise to the black community so they can use their resources more effectively to improve themselves."

Founded in 1938, Lucas, Tucker & Co., claims to be the oldest and largest black accounting firm in the country. It has six partners and employs 30 other accountants. Among its clients are a large commercial bank, the city's antipoverty program, and the Urban League. "We take them all sizes, from the corner grocery up," said Mitchell.

Mrs. Giordano, 26, a New York native, had a much easier time than Mitchell. "I took business courses, like bookkeeping, in high school," she said. "I thought I would go into the business world as a secretary." But after her sophomore year she raised her sights. She went on to major in accounting at Hunter College, graduating in January 1965.

Was it the money that attracted her? "No. I didn't really know that much about the profession but I like figures and solving problems."

She began making money early. "When I graduated I knew I'd be going to Europe in the summer so some friends and I opened three tax offices and worked from January to April. We did pretty well. I made enough to go to Europe for 2

Mr. Aun is associate editor of MANPOWER.

months and buy a car too. When I came back I got a scholarship to New York University and spent a year there."

She finished class work for her master's in August 1966, and began work in October in the New York office of Haskins & Sells, one of the "Big Eight" (a trade term for the eight largest accounting firms in the U.S.). "In 1966 there were myself and two other girls in the New York office," Mrs. Giordano said. "There are 39 now. Obviously, the firm is actively recruiting women."

Mrs. Giordano was unsuccessful at her first try at the CPA examination in November 1967. "I didn't study," she said. She buckled down after that, and with the help of outside coaching courses and the professional development program at Haskins & Sells, passed the first three parts in May 1968, and then passed the fourth and final part in November 1968.

The CPA was important in terms of her job. It meant an immediate raise. But the long-range effect was more important. "Without the CPA you can't get past the senior accountant level today at H&S in the New York office. Next year you won't even be able to get to senior accountant without it."

A senior accountant is the person in charge of an audit engagement. He or she usually coordinates the work of 1 to 5 professionals, and is a sort of team leader in getting the actual auditing work done for a client.

Despite her youth, Mrs. Giordano was in charge of the engagement for the annual examination of a large firm manufacturing processed foods, paper, chemicals, and office equipment. She supervised a team of three other professionals. "We arranged for our offices in the field to observe the inventories, perform the auditing work at the separate plants, and to report to us in New York. The figures and reports came to me, and my team consolidated them. This was the backbone of the company's annual report to shareholders, upon which H&S gives its opinion as to the fairness of the financial statement. The company does the original work and reporting. It's our job to verify and comment on the fairness of the presentation."

For Securities and Exchange Commission requirements, she had to examine a more detailed report on expenses, reserves, stock options, and the pay of various officers. The whole job took 5 months.

Bert Mitchell inspects a rice field in the Philippines while working for the International Division of the Ford Foundation. He was assigned to review a project that was attempting to develop a "miracle" rice to prevent starvation in underdeveloped countries.

To gain a better understanding of the facts upon which the client's financial statement is based, CPA Ted Wilson (left), a senior staff man in a large accounting firm, studies the production process in a brass foundry.

Arlene Giordano confers with th console operator in the compute center of one of her firm's clients With the rapid growth in th number of companies that kee their records on computers, it i becoming more and more importan that accountants know th capabilities of electronic dat processing equipment

Mrs. Giordano does not believe her sex and youth have hampered her career. "My experience has been that clients are very receptive to having a woman do their work," she said. "They find it quite novel and stimulating. Perhaps women have the advantage of getting more help from clients than men."

She describes herself as "well paid," and says her salary has more than doubled since she started with the firm. She does not feel her career interferes with marriage. "You give up some things, like free time, but there's no real sacrifice."

All in all, accounting is a great profession for women, she feels.

Apparently, Bert Mitchell and Arlene Giordano have it made.

But Mitchell looks beyond his personal situation. And he sees a thriving profession in which the members of his race have managed to carve out at best an extremely precarious foothold.

Between November 1968 and May 1969, while working for the Ford Foundation, he made a careful survey of the accounting profession. What he learned was that of more than 100,000 CPA's in the United States, only 150 were black. (He actually located only 136 but added 14 assuming a 90 percent accuracy rate for his survey methods.) Only three States had more than 10—California with 12, Illinois 34, and New York 29. Twenty-nine States had none at all.

Furthermore, he reported in a trade journal last October, "the rate of growth in the number of black CPA's in recent years is less than 20 per year. At this rate we will have fewer than 1,000 black CPA's in the country at the end of the century; if the profession's rate of growth of the past 3 decades continues, there will be about 300,000 CPA's in the year 2000."

Accountant's Role Outlined

Mitchell sees this trend, unless reversed, as a major roadblock to permanently improving the economic conditions of black Americans. Development of black businesses, he believes, is an essential factor in uplifting blacks. And he is not talking about groceries or dry-cleaning, or other small firms. "I believe small businesses, white or black, are not part of the U.S. economic mainstream," he said. Incomes are low, and blacks "could do better at jobs."

He wants Negroes to move into business on a large scale—"in places like Harlem, say, a Macy-type operation owned and operated by blacks, and taking over major manufacturing operations throughout the country as spin-offs of present white businesses." He believes they cannot do this without the "professional backstopping" of black CPA's.

"Before minority groups can successfully develop their business activities and become a part of the economic mainstream, there must be substantial professional support by blacks," he said. "Otherwise, the failure of minority group enterprises will continue, not because of innate lack of ability, but because discrimination has destroyed the likelihood of proper professional guidance. Where would the white businesses of America be today if there had been no certified public accountants to render professional assistance and guidance?"

To understand his feelings, it is necessary to understand how the accountant, particularly the CPA, views his role in today's economy. The AICPA has reprinted and widely circulated an evaluation of accountants hailed by the Institute's president as "a comprehensive and accurate descrption of our profession."

The evaluation, printed in THE DAILY PRINCETONIAN, said:

"These are the men who, as much as any other group, have promoted the American economy to heights of production and efficiency hitherto unimagined. They have made possible the fantastically complex machine that is American business. . . . Of the 1,700 presidents of the world's largest companies, more started out in accounting than in any other field. . . .

"Basically, the accounting profession today performs three functions: Reporting, attesting, and advising. . . .

"The importance of accurate information for decisionmaking management helps explain the vital role of the private accountant in business. His analyses make or break every business decision."

There is another reason Mitchell and other blacks are anxious for more members of the race to get into the profession: High pay. Starting salaries for accounting college graduates is now around $10,000. And the average income of black CPA's in 1968 was $19,200, according to Mitchell's survey. The high was $44,000 and only 16 earned less than $15,000.

Mitchell has identified 10 main reasons for the dearth of black CPA's. "All of them," he said, "are related to discriminatory practices." He surveyed predominantly black colleges, CPA firms, and black CPA's to find out which factors were the most important. "The item most consistently pointed to was that black college students are unaware of opportunities in the profession," he said. Asked to pick the single most important factor of the 10, 25 percent of the predominantly black colleges listed their own "failure to prepare blacks for the CPA profession."

Mitchell partially absolves them by citing discrimination. "The colleges thought

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there was no opportunity for blacks in the profession. As recently as 5 years ago, it was still virtually impossible for blacks to obtain employment in CPA firms, and even in 1968 no accounting firm in this country had as many as 20 black accountants on its staff, even though, on a nationwide basis, there are at least eight firms each of which has over 2,000 professional employees."

Spokesmen for the profession admit that their past practices have been discriminatory. Of the 52 accounting firms responding to Mitchell's survey 2 years ago, one-fourth admitted that white firms do not hire black accountants because of racial prejudice. Last year, public accounting was called "the most segregated of all the professions in the U.S. today," by Edwin R. Lang, a partner in Haskins & Sells.

But the profession, leaders say, is taking steps to overcome discrimination. "In 1966, we didn't have a single black person on our staff," said a top executive of another Big Eight firm. "Currently we have 50 or 60."

And there are other signs of progress. The AICPA's official publication THE JOURNAL OF ACCOUNTANCY, last October published Mitchell's report on his study, including his indictments of the profession's shortcomings and his recommendations for reforms.

A year ago, the AICPA Council, the organization's governing body, took a major step to ease the way for black CPA hopefuls. It called on all States to remove by 1975 requirements that candidates for certification obtain working experience with an accounting firm. Because of job discrimination, the experience requirement has been "a major stumbling block for blacks," according to Mitchell. Candidates would be certified after meeting the educational requirements, usually a college degree, and passing the CPA exam. Since the Institute actually writes the examinations for all the States and grades them, its recommendations are expected to carry great weight.

Perhaps the most important step taken so far was the creation in January 1969 by the AICPA of a Committee for Recruitment From Disadvantaged Groups. The Committee is headed by Lang. Among its 11 members are five whites, five blacks, and one Mexican American. Mitchell is one of the blacks. The committee members, all CPA's, are from government, industry, public practice, and the academic community.

The committee already has two major accomplishments to its credit. In April 1969 it set up an internship program in cooperation with 16 predominantly black colleges and 23 CPA firms. Black college students who had completed their junior years and had at least 12 credit hours of accounting were placed in full-time summer jobs. The Negro schools submitted 78 resumes and 40 of the students were placed. The Institute is repeating the program this summer, and by May had 108 resumes from 27 colleges and had enlisted the cooperation of 37 CPA firms.

"You might say that's not a lot, but remember only a small number of blacks are majoring in accounting and many firms have internship programs outside the Institute," said Lang. "Another difficulty in a summer intern program is that it is the slow season for accountants. Our big rush is during the tax season."

Fund Drive Launched

The committee's other promising accomplishment was to persuade the AICPA to launch a national fund drive among its more than 70,000 members. "Poverty could delay the forthright implementation" of the Institute's May 1969 resolution "to integrate the accounting profession in fact as well as in ideal," said AICPA President Louis M. Kessler, in announcing the drive in April of this year.

A number of firms and individuals already have set up scholarships and are helping the poor in other ways, Kessler noted, but he called for a "coordinated effort by the whole profession" to help "resolve a nationwide problem." No sum was set for the 3-year program, but Kessler noted that "if every member of the Institute sends a minimum of $10, our fund drive will be successful." The Institute has more than 70,000 members. The money will be used not only for scholarships, but also to upgrade the accounting departments of predominantly black colleges.

Mitchell approves of these measures but he is not satisfied. "The internships have worked out fairly well and the fund raising is good," he said. "We need the money, but we need to address ourselves internally to do those things that can be done now. The profession is trying to get outside groups to do something, but we need to do it ourselves."

He proposes two measures. First, he wants the profession to commit itself to hiring all minority graduate accountants. The AICPA could do this, he believes, by serving as an employment clearinghouse. Minorities would apply, praticipating firms would select the ones they wanted, and the employer and employee would nogotiate their own terms. "However, every applicant should be guaranteed a job, provided his preparation in accounting meets the minimum needs of the profession," Mitchell said. For those whose qualifications are inadequate, the Institute should establish a special training program to bring them up to the mark, Mitchell added.

"This may seem as though the whole pie is being given away, but the entire 1968 graduating class of black accountants from the predominantly black colleges was less than 250," Mitchell pointed out. "Assuming there was an equal number of black accountants from the predominantly white schools, the total employable number is still a small percentage."

The committee has declined to recommend the clearinghouse to the Institute. Speaking off the record, one Institute member noted that the committee itself is split on the issue, and not strictly along racial lines. "Even some of the blacks don't like it," he said. "The mood now is, things are going great, so why upset the applecart? It may turn people off." He suggested letting the idea cool for a year.

Mitchell's second suggestion is that white firms hire black partners. "That sounds drastic," he said. "Normally partners are not hired. They work their way up. But in my opinion blacks don't have the patience to work their way up unless they see a demonstration that it will pay."

There is some evidence that this idea is taking root among Institute leaders. "Frankly I wouldn't be surprised if this happens soon, either through merger or admitting a black partner," said one. "We have to be careful. Merely adding a black partner to some of the large firms might look like window dressing. Most big firms I've talked to in the profession would like to merge with a black firm, not just admit a partner."

The priority now, Institute officials feel, is to let blacks in high school and college know the door is open and to persuade them in significant numbers to prepare for accounting careers. "Our key task is to communicate to the black community the opportunities now available to black students," said Lang.

As evidence of the changing times, he cited his own survey of three large accounting firms which in 1967 had only 15 black professionals, all staff accountants. Today, these same firms have nearly 150 on their nationwide staffs.

"We have a moral obligation towards minority group people to offer them an equal opportunity in our profession," Lang said. "Even ignoring any moral feelings—and we shouldn't—as a practical matter this is a new source of professionals during a period when we're going to be very short."

The position of women in the profession seems to be firmer and much more satisfactory than that of blacks, except perhaps for pay. Talks with four leading women CPA's revealed a general satisfaction with progress.

"We've made great strides, both in the standing and the acceptability of women in the profession," said Mrs. Winifred Owens, partner in Henry S. Owens & Co. of Washington, D.C., and past president of the American Woman's Society of Certified Public Accountants (AWSCPA).

'Rights' Act Called Factor

"We don't have any problems any more—at least not compared to 10 or 15 years ago. When I first started out (she's been a CPA since 1946), I would go on a job with my husband and we had to worry whether the client would accept a woman. Now I wouldn't hesitate to send a woman to a client."

She credits manpower shortages during World War II as the key factor in opening the profession to women. "That's when we got our foot in the door as far as public accounting firms go. Before that, they wouldn't accept us and give us the experience we needed. The States required experience for certification. We could get the education but not the experience."

After the war, "we had an easier time getting experience, but some of the national firms, and some agencies of the Federal Government, only got around to accepting women about 5 years ago."

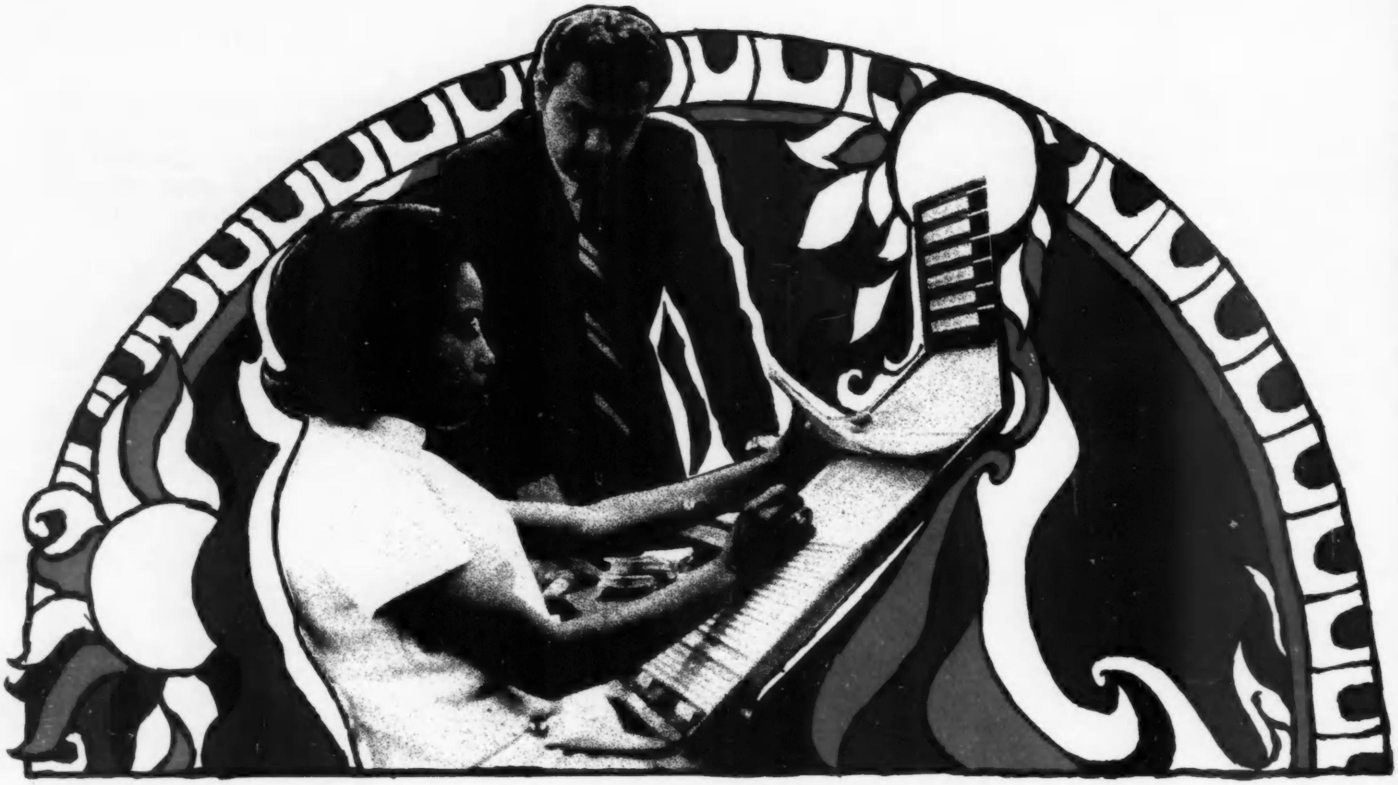
Another top woman accountant, who declined to be quoted, gives some of the credit to the Civil Rights Act of 1964. The Act makes it illegal for employers to discriminate in hiring or promotion on the basis of religion, race, sex, or national origin.

In terms of sheer numbers, women are doing well. The Bureau of Labor Statistics says that in 1960 less than 10 percent of all accountants were women. By 1969, this had been raised to "about 20 percent," out of a total of 500,000. By contrast there are only 4,000 to 5,000 black accountants in the U.S., Mitchell estimates.

And women outnumber blacks in the CPA category, by about 2,000 to 150. But in terms of pay, the ladies are not doing so well. Very few make as much money as the $19,200 average Mitchell discovered for blacks. A survey by the AWSCPA in December 1967 and January 1968 revealed that 78 percent of women CPA's earned $15,000 or less. Only 8½ percent earned more than $20,000. (No comparable figures are available yet for all CPA's.)

There is also some evidence of discrimination in pay in new hires. A survey by Northwestern University shows that companies are offering average starting salaries of $832 monthly to 1970 male accounting graduates and only $746 to women. However, Dr. Marie E. Dubke, past president of the AWSCPA, and professor of accounting at Memphis State University, thinks that the government and private CPA firms are treating women fairly. "The reports we're getting from college faculties and from talking to people at regional and national association meetings is that $850 to $900 a month was being offered to new graduates this year, as well as last year, and that it was the same for men and women." ☐

With a year-old bachelor's degree in accounting and a job as a staff assistant in a large accounting firm, Diane Sullivan has launched what she hopes will be a successful career in the business world.



IF AT FIRST THEY DON'T SUCCEED...

Youngsters Who Fail At Jobs Go Back For More Training

Nowadays when Roberta Stewart, a Cincinnati public school teacher, talks about her students she is referring to young people like Mark Thacker, a serious youth who dropped out of school in the 10th grade because he was not learning anything.

And Ernest Collins, a tall, soft-spoken youngster who was thrown out of school in the 10th grade. He hit a principal.

And pretty Mrs. Brenda Howard, who quit school at 16 to give birth to her son, Jeffrey.

Or little Hilda Mehas, one of nine children in a fatherless family, who left school in the eighth grade because she was tired of having teachers yell at her for making mistakes.

These are among the 80 teenagers—some are high school graduates, but most are school dropouts or thrownouts—who are now interested and eager students in the Cincinnati Clerical Co-op. A Neighborhood Youth Corps (NYC) program with funding from the U.S. Department of Labor's Manpower Administration, the Co-op is unique in its system for helping disadvantaged youngsters who are no longer in school to train and qualify for office work in private industry.

Mrs. Stewart is one of the teachers hired by the Cincinnati Board of Education to teach remedial English and math at the Clerical Co-op education center. Remedial studies, counseling, and skill training at the center start the NYC youth on their way into jobs as typists, file clerks, keypunch operators, and bookkeepers.

A number of features make the Cincinnati Co-op distinctive. Work experience of youngsters in the program is both in NYC and in private business firms which are potential employers of the youth. In other NYC projects for out-of-school youngsters, in Cincinnati and elsewhere, work experience is entirely in NYC and in nonprofit institutions such as hospitals and government offices. Another feature of the Clerical Co-op is that trainees alternate between NYC and private work experience until they are permanently hired.

Training in the Co-op begins at the Clerical Co-op education center. Located in rented quarters in a public housing area, the center hums with activity from 9 a.m. to 4 p.m. Mondays through Fridays. Teenagers attending the center are paid $1.45 an hour for NYC work experience up to 24 hours a week.

On a typical day, some students are

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learning to operate one of seven keypunch machines and to check punch accuracy on a verifier. Until these machines were donated by a local business firm, most entrants to the program were young women, but now increasing numbers of young men find the Co-op gives them an attractive route to office jobs.

Another classroom is filled with typists. Some are doing fairly well and are building up speed; others are just beginning to feel their way among the keys. In Mrs. Stewart's room, Mark Thacker and his friend, Ernest Collins, are filling pages of notebooks with solutions to math problems. Some students are reading.

In the guidance office, a girl is seeking a counselor's help on legal problems involved in support of her children.

In the afternoon, a black executive from the Cincinnati Gas & Electric Co. is coming to talk at a semiweekly group counseling session.

Through education and work experience for NYC, skills are developed to a level high enough to be accepted by employers. Usually this takes a month. At this point, employers take over training for another month and the students go off NYC compensation rolls and on employer payrolls where they are paid regular wages and benefits. At the end of the month in industry, employers decide whether they will hire trainees permanently. A third of the students in the past have been hired after only one outside work experience.

All is not lost for those who fail to land a job in their first try. They return to the education center and, using employer assessments of their work skills and attitudes, renew efforts to become employable. After another month's study and counseling, they again leave the center for a month's private employment. Whenever possible, they return to jobs they had the first time out. If they fail again, and some do, cycles of study at the education center and private work experience are repeated.

Forty-eight percent of the youngsters who enroll in the program transfer into other NYC activities like hospital work, drop out for pregnancy or other reasons, or are terminated for poor attendance. The rest keep trying. Twenty-two percent of those who stay get a permanent job on the second try, and another 15 percent on the third try. Only 5 percent have had to cycle five or more times before they got a job.

Most of the youngsters are severely disadvantaged. They are poor black or poor white, the latter largely from Appalachian families that have migrated to the city. Studies of earlier enrollees have shown that 60 percent of Clerical Co-op youth have never held a job for more than a month. Their education was weak. Tests on entry to the Co-op showed an average grade level of 8.4 in reading and 6.8 in math.

More than 20 percent of those enrolled in the past have had at least one brush with the police. Many were parents with children to support, and nearly a quarter received welfare payments.

The idea that persistence pays off, and that failure will not last if one works hard enough to learn and refuses to quit, permeates the education center. In part this is due to teacher and counselor attitudes, but it also is supported by the program's own record of success.

Students know that everyone in the Co-op who wants a clerical job gets one eventually, and they accept the fact that some people take longer than others. In one classroom the names of former students who now have permanent jobs are posted underneath names of their employers. To youth in the center, these are more than long lists of names. Some of those who are working are their neighbors. Center youth know them, their families, how they live, where they went to school, why they dropped out if they did, how they like their jobs, and how much they make.

Former students return to the center and tell their success stories, and these encourage youngsters who are coming up the line to keep trying. Even trainees who come back for more study at the center can be inspiring to their fellow students. One of these is Mrs. Diane Wilson, recently on a work term at Hilton-Davis Chemical Co., who has been promised a permanent job in the company.

Like many others in the center, Mrs.

Wilson is a Negro from Avondale, scene of Cincinnati's 1967 riots. She married and dropped out of school in the 10th grade. Now divorced, she supports herself and a 2-year-old son. At Hilton-Davis she worked in a technical center typing pool which serves chemists and other professional personnel who are doing product research and testing. According to the firm's personnel administrator, Malcolm H. Ingram, beginners are sent to this unit because it offers diversified experience. For permanent employment, many are placed in other sections of the company.

"There is challenge at the technical center for these youngsters," Ingram says. They have to decipher chemists' and technical workers' handwriting—some of it can be mighty hard to read—then type documents filled with scientific terms. Filing at the center is also demanding. Extensive records are kept which must be accurately filed because we cannot afford to have lost reports on the many different chemicals being tested."

After Mrs. Wilson's month on Co-op at Hilton-Davis, the company needed her for another month to post records for union contract negotiations. During this second month, she was given little typing and her typing speed dropped. She returned to the education center only long enough to bring her speed up before going back to Hilton-Davis as a permanent employee.

Her experience on Co-op gave her a chance not only to show what she could do but also to look over opportunities at the firm for upward mobility. In her month at the technical center, she saw a great deal of laboratory work and decided she wants to become a chemist. Her current plans are to complete high school at night, then take college courses toward a degree in chemistry. If she keeps up both daytime work as a typist at the company and nighttime grades as a student, the chemical company will pay for the courses.

When information of this kind comes into the NYC education center, it is rapidly converted into fuel that fires the hopes and ambitions of other teenagers. Discouragement that many of them once felt is changed into an eagerness to succeed like some of their peers.

Mark Thacker is an example of the center's hard-working students. His long-term goals are less precise than Mrs. Wilson's, but he knows that he first wants to get a job as a keypunch operator, then complete high school credits and go to college.

"There are a lot of things I think about being," says Thacker, who worked as a janitor before he came to the Clerical Co-op: "I would like to be a basketball player or a history teacher. Or an artist. I like to draw and paint."

He hates school if, when people talk about school, they mean what he calls "day school"—the regular high school program. But he likes the education center because it is training him for a job which will get him ahead in the world. He likes night school because classes are made up of adults and teachers treat the students accordingly. "They don't keep hollering at us to shut up and sit down," he says. "Also, in night school I can move at my own speed. It's up to me whether I take a light or heavy load of studies. When I think I am ready to take a test on a chapter, I can take it and go home. If I fail to pass a test, I can study harder and take it over. It's really up to me."

Thacker now follows up 7 hours a day in the education center with 3 hours of night school classes 4 days a week. He is studying world history, business, and mathematics.

One of the 15 employers which hires NYC youth like Thacker is Allis Chalmers. Its motor and generator and industrial pump divisions are located in Norwood, a small city surrounded by Cincinnati. One of the first employers in the program, Allis Chalmers finds that the Co-op offers a superior approach to hiring hard-core disadvantaged youth.

"One of the big things it does is let us take a look at their work," James L. Wyler of Allis Chalmers says. The company's equal employment opportunity coordinator, he says that in hiring disadvantaged youth outside the Co-op all the firm usually has to go on is an applicant interview. Few of the youngsters have much work experience to show what they

are capable of doing. When an interview turns up such facts as incomplete schooling or run-ins with police, the decision to hire becomes even more difficult.

"This plant has hired minorities for 50 years," Wyler says proudly. "But let's face it: Hiring the hard-core disadvantaged can be quite another thing. There are a lot of people whose left arms automatically go up to protect themselves if you say 'dropout' or 'police record.' In the Clerical Co-op, we don't have to rely only on an interview or be frightened by such information. We can train people to work for us, to know our expectations and procedures, and to accept the kinds of responsibility we want to give them. Then, if we don't like results in the training period, we cycle them back to the education center and hope that they will care enough about our assessment to build up deficient areas."

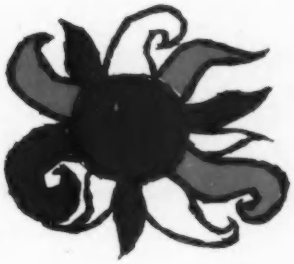
NYC youth at Allis Chalmers usually are trained in the manufacturing schedule control section. Wyler says the section has plenty of challenging work and the supervisor is a good reader of human nature who makes judgments the personnel section can trust.

"He isn't flowery in his comments," Wyler says, "but he doesn't try to find the worst in people, either. If he says someone is good, personnel buys his opinion and so do the supervisors in sections where the young people will work when they become regular employees.

"By sending most of our Co-ops to one supervisor, he has a chance to develop skills in training them," Wyler says, "and he is able to compare one person's progress with that of others he has trained. He develops some expertise in what to expect if that person stays on our payroll. This is important because Allis Chalmers is not just interested in hiring hard-core unemployed for entry jobs. We want people we can promote."

Support from high echelons at Allis Chalmers has been vital, Wyler says, in acceptance of the program at all other levels. His experience in the equal opportunity post has convinced him that all participating companies should have a knowledgeable person responsible for Co-op activities. His main functions should be to screen and hire the disadvantaged and to give management psychological comfort and technical support.

"It helps management to know there is a place in the plant where help is available," he says. "Sometimes all we have to do is supply a little understanding. At



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times, we have to bring in counseling and other assistance, and we always do this if a termination is looming. We try as hard as we can to keep the people we hire."

More than 20 youngsters from the Clerical Co-op have trained at Allis Chalmers. Most of them were permanently hired, and only one has been fired. Five still work there; the rest have moved out of the city, left to raise children, or departed for other personal reasons.

The system of alternating students between educational and industrial assignments proved successful long before there was a Cincinnati NYC Clerical Co-op, Wyler says. He gives credit to the University of Cincinnati for originating the idea in 1906 when the school began sending its engineering students into industry for part of their training. Allis Chalmers was one of the first cooperating employers to sign up and has been in the program ever since.

Engineering students start on co-op work assignments to get practical professional experience after their freshman year. They alternate a quarter in school with a quarter at a work station until their senior year, when they work only one quarter. By graduation, these students have worked a total of 91 weeks for a potential employer. The cyclical system is mandatory in engineering, architecture, community planning, and most design majors, and is optional for business majors.

Wyler thinks the University of Cincinnati and the clerical programs are effective because they tie training to work functions and enable employers to contribute their experience to student education. The university program, he says, has long been a major supplier of Allis Chalmers' engineers.

When the Clerical Co-op was set up in the spring of 1966, private business firms were not involved. Students alternated 3-week sessions between the education center and work experience in NYC offices. But the idea grew that Cincinnati industry, with its 60-year history of cooperation in the education of college students, could add greatly to this program for disadvantaged youngsters.

A number of major U.S. companies have home offices in Cincinnati and need a great many clerical workers. Other industries in the city—food processing, chemical products, printing and publishing, and manufacture of machine tool parts, automobiles, and airplanes—are also large employers of typists and general office clerks. The variety in work sites might be more appealing to teenage interests than the narrower confines of NYC offices, and work experience might be more realistic and demanding. In addition, private industry could offer an important incentive: Permanent employment.

Dorothy G. Goldberg, a job developer for the Cincinnati NYC who had an active part in enlisting employer participation, remembers how the transition was made. First, a visit was paid to the presidents or personnel directors of four business firms employing large numbers of clerical workers. This proposition was put to them:

"If we could send you disadvantaged youngsters whom you would not normally hire, would you be willing to help us train them? Their training, including that at our education center, would be directed toward success in the jobs you place them in." The response was strongly in favor of the idea.

The next step, Mrs. Goldberg says, was to ask for their training suggestions. They recommended raising the stay in each phase of the Co-up cycle to a month to give more continuity in school and on the job. They also urged emphasis on ways to dress, attitudes, and getting along with other people—advice that was followed.

The support of four of the city's major employers, and the fact that they had helped put the program together, quickly brought in other businessmen.

Since the Co-op began using business sites for work experience in 1967, 1,105 youth have been enrolled. More than 526 were permanently hired. Wages now range from $1.60 an hour to $2.15 for private work experience and entry jobs.

Employers like the program because they can train their own staff and do not need to retrain people who have already learned the systems of another company, Mrs. Goldberg says. On the other hand, employers are able to cull people who do not suit them. In practice, Mrs. Goldberg has found, when a firm invests a month or more of time and effort in training a youngster, it usually is reluctant to give him up.

Mrs. Goldberg thinks the greatest strength of the Cincinnati Clerical Co-op as far as teenagers are concerned is that it prepares them for jobs they were not able to get on their own.

"And it is not always simply a matter of training them for these jobs, although often that is the case," she says. "Sometimes it is a matter of helping them with qualifications. They have dropped out of high school. Or they fail to get a high score on tests when they apply for jobs on their own. In the Co-op, they have a chance to show what they can do, and a chance to learn.

"They couldn't get in the front door," Mrs. Goldberg said, "but we get them in through the back." ☐

The Many Faces of the Migrant

By Myrtle R. Reul

The migrant farmworker is part of a distinct subculture in American society. Its most obvious feature is poverty—but a poverty more extreme, more secret, more insidious than in any ghetto in the country. While all farm migrants are part of a migratory subculture, each also is a part of his own culture, which helps to determine how he views himself, his family, and nonmembers of his culture.

The migrant worker himself is not always easy to describe. He may be white, black, Indian, Oriental, Mexican, Mexican American, Puerto Rican, Canadian, Cuban, or Jamaican. He may work under contract or independently. He may be part of a crew, or travel as a "freewheeler." He may work in the crops to supplement a more permanent job in a factory, textile mill, or on a construction crew. He may be a teenager, middle aged, or old. He may be healthy or sick.

From his personal background and experience, the migrant brings with him distinct values, attitudes, and beliefs which are relevant to his work achievement and his motivation for himself and family. These beliefs and values must be understood if the problems that continue to plague migrant farmworkers are to be attacked successfully.

Dr. Reul is professor of social work at the University of Georgia. Together with her husband, Paul A. Reul, she has traveled and worked extensively with migratory farmworkers.

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Most white migrant farmworkers come from the Southern or Appalachian Mountain States. A few come from the local area of the State where they are employed. Most work in the crops in the "offseason" when they are not employed as pulpwood cutters, or in some other work. The few who are year-round migrants are more apt to travel independently of a crew. The majority bring with them a southern culture which includes a concept of family kinship, a tendency to be authoritative, and a narrow view of the world.

It is very difficult for such persons to view experiences in the framework of others. They see things only in relationship to themselves. They are opinionated and base their concepts of what is right or wrong on their own experiences or those of their families. Because they depend upon their five senses for much of their perception, it is difficult for them to understand something they have not seen.

On the job, one is often misled by the silence, or virtual silence, of these workers. They may nod, or say "yeah," then fall silent. The nod, the "yeah," or the silence can mean a variety of things: They do not understand but do not want to show their ignorance; they were not listening and do not want to admit it; they understand but do not agree.

These adults often think of themselves as surrounded by others who are envious, jealous, or hostile. It is difficult for them to accept responsibility for their own position in life. Their culture has provided few opportunities for self-determination. They have been forced into situations because of others. It is the hand of fate. Under these circumstances, it is easy for them to think of themselves as without fault, surrounded by those who continuously place obstacles in their way. These "blocks in their pathway" are referred to as "they."

When defined, "they" become neighbors, employers, or anyone in a position of authority. Many blame their present financial situation on the farming methods of their neighbors, or the Federal Government, or the supernatural. God is punishing the world for being wicked and the "just as well as the sinners must suffer." "They" also may be members of another race, religion (Jews, Catholics), or political party. "They" may be "foreigners" ("Hunkies," "Spics," "Cubans"), a family of "inferior" or "superior" ancestral blood lines, or "newcomers"—especially those from north of the Mason-Dixon line.

There is very little common-law marriage or divorce among white migrants. Family membership is along extended family lines with the grandmother playing a dominant part. While the man is nominally head of the household, the woman often makes the decisions.

Blacks From Deep South

Black migrants are likely to be from the rural culture of the Deep South—from a background, rooted in the cotton economy, that still shows the direct effects of slavery and the yoke of tenant farming. The influence of slavery is seen in family patterns. Marriage for slaves was forbidden; illegitimacy was required; sexual exploitation was encouraged. Because the Negro male was not allowed a role within his family, the Negro woman emerged as the most responsible family member.

Among Negro migrants, the woman, especially the grandmother, still plays the dominant family role. Divorce, separation, common-law marrige, or unwed parenthood are the usual reasons for the female family head; although even in some migrant families where the legal husband is present the woman still makes all major decisions. Families often include "adopted" children, or relatives raised by other family members, or nonfamily members.

Negro migrant children, more so than nonblack children, may be bewildered about the identity of their parents and other family members. There may have been a series of legitimate or illegitimate "daddys" who have come and gone. Some may have been drunk and violent and stayed on when the child wished they would leave; others may have suddenly disappeared just as the child was forming a relationship with them.

Under these circumstances, it is not unusual for children to become confused as to who all these people are, whether they are related and, if related, to whom they belong. The meaning of the family to the children and of the children to the family is constantly changing. The child may handle his anxiety through the defense mechanism of denial. He may deny that his father has left, or that he has a new brother.

Workers from a Spanish-speaking background, mainly Mexicans, make up the bulk of the migrant farm labor force. Among them, the strongest feelings of belonging traditionally are found within the relationships of the extended family, including blood relatives, in-laws, and "compadres"—the godparents. Among Mexican American migrants, work crews often are made up entirely of family members.

In the traditional Spanish American home, whether Mexican, Puerto Rican, or Cuban, the man is the head of the household. He makes most decisions and is always the family spokesman. He determines whether his children go to school, if they are ill enough to go to the doctor, or if they may take part in activities outside the home without a chaperone.

The woman in the Spanish-speaking home also has a clearly defined role. In addition to being a mother, the homemaker, the center or heart of the home, it is her duty to help her husband fulfill his role as head of the family, to help him work in the fields if that is his work. Her mission in life is to give her husband respect, from herself and her children, which in turn enhances his manliness.

Babies Always Welcome

Regardless of the family size, babies are welcome and wanted. Spanish American migrant parents take their children into the fields to keep the family together. They feel it is important for every member to work toward something for the family. The children are part of the family and therefore contribute to its income.

Among Puerto Rican migrants, consensual or common-law marriages are considered a respectable relationship. Also, marriages and relationships across racial lines have always been accepted in Puerto Rico without discrimination.

The population of the island is of Indian, Spanish, and Negro ancestry and those who have entered the continental United States as farmworkers have not been prepared for the degree of discrimination they found.

The culture of Indian migrants varies greatly because American Indian is a collective name given to a race of people who represent distinctly different cultures and nationalities. Members of each Indian group or nation speak their own language and have their own customs. Historically, there were several hundred tribal languages and dialects. The Bureau of Indian Affairs still recognizes 279 entities. An example of the differences between Indian nations is found in a comparison of the Navajos, who are matriarchal in their family role patterns, and the Sioux, who are patriarchal.

Regardless of the tribe or nation, all Indian children are taught not to compete. When they are encouraged to compete by non-Indian teachers, they feel guilty and may withdraw and not try, rather than be ostracized by their Indian classmates.

Indians who are employed in farm crops usually work within their own State and generally with their own people.

If the ultimate goal for migratory farmworkers is permanent work without the need for migration, then work as a value beyond the economic aspects must be examined. Work in the dominant middle class society has come to be synonymous with psychological identity. So absorbing is this that many retirees seem to lose their whole purpose in life when they no longer are directly involved in their jobs.

There was a time when the farmworker also had a sense of identity related to his work. In the early years of this century there was a "we" relationship between the farmer and his hired man. Most farmers worked side by side with their hired help, supervising through example. Because it was a joint endeavor, the hired man took a personal interest in his work and might even hold a position of status as the employee of the most successful farmer in the valley.

Today there probably is no other employer-employee relationship so complex and temporary as the one between the migrant farm laborer and the grower for whom he works. In any one season, even in 1 week, there can be several employers. Because the employment arrangement is usually made by a crew leader, the worker may not even know the grower for whom he works. There is no identification with the employer.

Workers Envy Growers

When a crew leader is exploitative, as some are, there is nothing with which the individual worker can identify and there may be little if any pride in his personal workmanship. If there is a strong relationship between the workers and their crew leader, there will be pride in what the crew does. But even then, there is little worker identification with management problems in producing agricultural products. The employer is not only a stranger, but so is his way of life.

Often there is envy of the grower, who in the eyes of his workers seems to have so much. Some workers, especially blacks, feel it is unjust that they have to fetch and carry for those who own the land. Theirs may be a silent anger or it may erupt in destruction of equipment. Other workers envy the security the grower has in never traveling with the seasons, or they envy his standing in the community. Still others come from homes where their parents never trusted or identified with employers, and from early childhood they have been taught to be suspicious of anyone who employs others.

I saw an example of this kind of hostility while working on an apple grader

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Migrant *continued*

in Virginia. One white migrant worker seethed whenever the grower's wife took her turn with us on the apple sorting platform. Although this migrant respected the grower's wife's ability to work, there was at the same time a blind and instinctive resentment. As she later told me, "It hardly seems fair that any one person would be able to do so many different things and do them so well and still be her own boss."

Cultural differences on the value of work also must be considered if migrants are to enter the economic mainstream of steady gainful employment. Work in the culture of the Mexican and the Indian was seen historically as a necessary means to an observable end—food, clothing, and shelter.

Among the whites of Appalachia, work in the coal mines, saw mills, or on farms was seasonal with long annual layoffs. The whites of the textile mill towns in the Deep South also knew irregular work patterns. During layoffs they received credit from the company stores, as the miner of the mountains received credit from the mine stores. The same sort of dependency developed in the paternalistic relationship of the white grower and the black cotton worker. Black sharecroppers ended the year more in debt to the white owner than they were when the year started.

These experiences with work, coupled with the Depression and poverty, have left an indelible impression on many Americans, both migrants and others, that affects their attitudes toward work and toward themselves. One common result is a persistent feeling of personal inadequacy. One stranded migrant I met did not feel he had the right even to ask for work. Often migrants offer only the vaguest of reasons for refusing to try a wide variety of other jobs that they might be able to handle.

Another outgrowth of the work experience of migrants is lack of a sense of planning for the future. It seems futile to them to look ahead when their stay in any community may be determined by a whimsical change in the weather—a freeze, windstorm, or hail can wipe out an entire crop and force them to move on, searching for other jobs.

Coupled with their lack of planning is a poor understanding of the requirements for other jobs and the steps they must take to meet them. While refusing to seek nonfarm jobs they can do, they may aspire to occupations they have little or no chance qualifying for. Also, they look for short-term, tangible returns from jobs; long-term advancement does not occupy a significant place in their perception of work.

For the migrant, work rarely contributes to a feeling of self-fulfillment or human worth, both because of the demeaning jobs he normally occupies and because it is difficult for him to conceive of work in those contexts. They see money as the sole reward of work.

But there have been changes in recent years in the migrant's view of work, particularly among Negroes. A Negro migrant today, especially if he is young, may no longer regard work in the field as a goal, regardless of pay. He may associate such work with slavery, sharecropping, and with the history of his race and feel personal failure if he accepts it. He may even resent it if such employment is offered to him.

This attitude may be difficult to understand for the white grower or local resident who, during the Depression, may himself have worked as a "harvesthand," or who, even now, works his own fields and in such work has a sense of creativity rather than a sense of personal or racial failure.

Many Are 'Settling Out'

Whatever his personal views or background, the needs of the migrant and his family are not just personal problems. Nor can they be shrugged off as the problems of the grower or of the agricultural industry. Spurred by the steadily growing use of mechanized equipment to harvest crops and do other farm tasks, and opportunities for nonfarm jobs, migrants are rapidly "settling out" and becoming permanent residents of the communities near where they have worked or where they have relatives or friends. They bring with them their unmet needs: Health care, housing, better education for their children, and new skills and trades for themselves, to name only a few.

Problems of assimilation will be difficult—for the migrants, for the communities where they settle, and for the Nation. And the solution to these problems requires not only local and national commitment, but also an understanding of the diverse cultural backgrounds of migrants and how these are related to their attitudes and behavior. ☐

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Freedom on the Installment Plan

By Ernie Hood

Frank leaves for work every morning at 8:30 and is on the job by 9. He makes the 5-mile trip to downtown Portland, Ore., by bus. Quitting time is 5 p.m., and by 6 he is back at his suburban residence and ready for dinner. His schedule is much like that of millions of other workers who commute from homes in the suburbs to jobs downtown.

But the similarity begins and ends with the schedule. Frank is no ordinary commuter; he is a convict still serving time. His suburban "home" is the recently established Work Release Community Center in Milwaukie. And if he is not back there by 6 from his $2.25-an-hour clerk job with a data processing firm, he risks more than being late for dinner; he may be returned to the penitentiary.

Work release is the final phase of correction for a convict before discharge or parole. For many prisoners, it constitutes a test of whether they are ready for the trials and tribulations of society.

Most make it; a few do not.

Frank discussed the difficulties of adapting to freedom on the installment plan one morning at the Milwaukie Center as he dressed for work.

"Compared with prison, I find it hectic on the outside," he said. "I've been out of circulation for about 3 years, and that's a long time when you consider all the changes that have taken place. Everybody's on the move. People are involved, concerned about something or other. I guess it's lucky they are, or this work release might never have been developed.

"Take the people I work with. It seems everyone is a member of some organization for some special kind of activity. They form committees, groups of various kinds, to improve this or oppose that, to do their thing for what they consider to be the common good. In prison, you aren't with it like that. You just accept things like they are, try to get along, do your time—and hope."

Frank smoothed down his collar carefully, slipped into the coat of a neat business suit, and continued:

"I don't know whether I'll ever get involved like that. Right now I've got too much on my mind. My whole concern is making good in my job and getting my parole. I'm scared, but don't ask me why. Maybe it's because I'm trying to lead two lives. Maybe it's just that responsibility itself is frightening. I haven't had to make any decisions in prison, and now I make big decisions every day, including Saturdays and Sundays."

Time drags a bit on weekends at the Center, not only for Frank, but for the others in the Work Release Program who share the facility with him.

On Saturdays, residents are permitted to do a few errands such as picking up dry cleaning and laundry (some do their own in washers at the Center), but they are required to report their whereabouts and keep in touch at all times. It is

BUS
ZONE
NO PARKING
AT
ANY TIME

Frank waits for his bus near the Center.

Mr. Hood is the U.S. Department of Labor information officer in Seattle.

Prisoners on Work Release Hold Regular Jobs but a Night Out Is Out

the same on Sundays, when they are encouraged to attend church services. A few hours—usually no more than 4—are allowed for outside social contact under stipulated conditions. Inmates can, however, have visitors at the Center.

"I'm busy during the weekdays," Frank continued, "but like in prison I try to take it a day at a time and play it real cool. I think my employer must know how I feel. He's been helpful and understanding. Maybe my counselors have talked with him —I know they've been at work because I've seen 'em in the front office."

Then he turned to his visitor for inspection: "How do I look?"

Reassured that he resembled any one of a multitude of others in the Portland business district, he grinned:

"Thanks. Just what I wanted to hear, buddy. As a matter of fact I'm going to lose myself in that business world one of these days. After I make parole, of course," he added with a laugh.

Then he ran to catch the bus that was already in sight.

Program administrators believe public transportation is best because there is less chance for entanglements with relatives and old friends who would probably be more of a detriment than a help on the road to rehabilitation. Occasionally an employer is given special permission to pick up one of the men at the Center if it is not out of his way enroute to work.

Frank's counselors regard him as a good risk and believe he can be rehabilitated. He has been on the Work Release Program job more than 4 months, and should be freed shortly on parole if he continues in his present pattern.

His employer reports that he works well with others and has great potential. At 37, it appears Frank still has time to live down the past and find his niche as a contributing member of society. He claims to have kicked the expensive narcotics habit that plagued him in the past. "The monkey's off my back," he says.

Frank's experiences in Oregon are being more or less duplicated by prisoners in many other States. Work release is growing in popularity as a method of rehabilitation. But judging from the number of requests received from other States for experience reports, Oregon's program is more advanced than most. To help finance the effort, Oregon is receiving $104,258 in Federal funds for 1969-71 from the Departments of Labor and Health, Education, and Welfare through the Manpower Development and Training Act.

The Oregon program was launched the year before a Presidential Commission found that although rehabilitation of criminals presumably is the major purpose of correctional institutions, prisoner custody appears to remain the primary concern. The Commission suggested work release as one approach to needed reforms in the administration of justice.

In a statement last year, President Nixon called for an acceleration of work release programs and other alternatives to imprisonment.

Oregon's efforts require close coordination among three State agencies—the Correction, Employment, and Vocational Rehabilitation Divisions—in cooperation with many private employers.

Counseling is made available by Vocational Rehabilitation and starts immediately after an inmate arrives at a State correctional institution.

The Oregon Employment Service has assigned two full-time job developers to the project. They visit the prison, interview participants referred by the Corrections Division, and in consultation with their counselors, try to fit them into job openings.

Counselors study the inmate's history, behavior patterns, and social and economic background, and evaluate his work interests and aptitudes before assigning him to the program. In assembling and evaluating information, they must be wary of being "conned" by those they are trying to help, because many of the convicts are accomplished liars.

Recommendation of the counselors is the first step in assigning a man to work release. After clearance by the superintendent at the Oregon State Penitentiary or the Oregon State Correctional Institution (the two participating prisons), each recommendation also must be approved by the administrator of the Corrections Division and his director of Transitional Programs, before it ever reaches Hugh Brown, Work Release and Job Placement supervisor, for final action.

It is a long chain of command, but Oregon administrators feel each case must undergo careful scrutiny.

Brown, who retired after 22 years of career service in the U.S. Bureau of Prisons to take the new post, puts it this way: "Ours is somewhat of a protective role. Public relations, our image, you might say, is very important. We have to maintain the confidence of employers and the public at large. The convicts themselves understand this and appear to appreciate the fact that any one man, literally, could wreck the program. So our counselors are in close touch at all times, within the Center itself and occasionally on the job, too."

The Milwaukie Center now operates at its capacity of 48 prisoners, and there is a long waiting list. The Center, which resembles a construction site complex, consists of eight mobile units which were set up on State property in a rural area after protests were lodged against a number of proposed residential locations. It includes sleeping quarters, a dining hall, rest rooms, and staff offices. Day-to-day operations are under the direction of Center Manager Roy Talley, assisted by a staff that includes a cook and a full-time counselor.

A number of work release participants at the Milwaukie Center agree with Frank that making decisions is one of their major difficulties in adapting to limited freedom.

"In prison, all of your decisions are made for you," LeRoy pointed out. "But things come up on the outside, on the job, and away from work, too. Decisions have to be made. Sometimes those decisions can decide freedom or return to the pen. So decisions are really big items in terms of this program. My employer has been helpful and my counselor, too. I guess I couldn't confess more to a priest."

LeRoy, who is in his mid-40's is a $3.83-an-hour upholsterer, his trade before he was sent up. He has served about 7 years for armed robbery and is scheduled for parole later this summer. A three-time loser, he first got in trouble with the law in 1952 after having served creditably in the Navy during World War II as a youngster of 17.

"Everyone's been real nice to me at the upholstery shop," LeRoy said. "But I wonder how many of them know about my record—how it would be if they did know. My foreman knows, of course, but he doesn't talk." His voice trailed off.

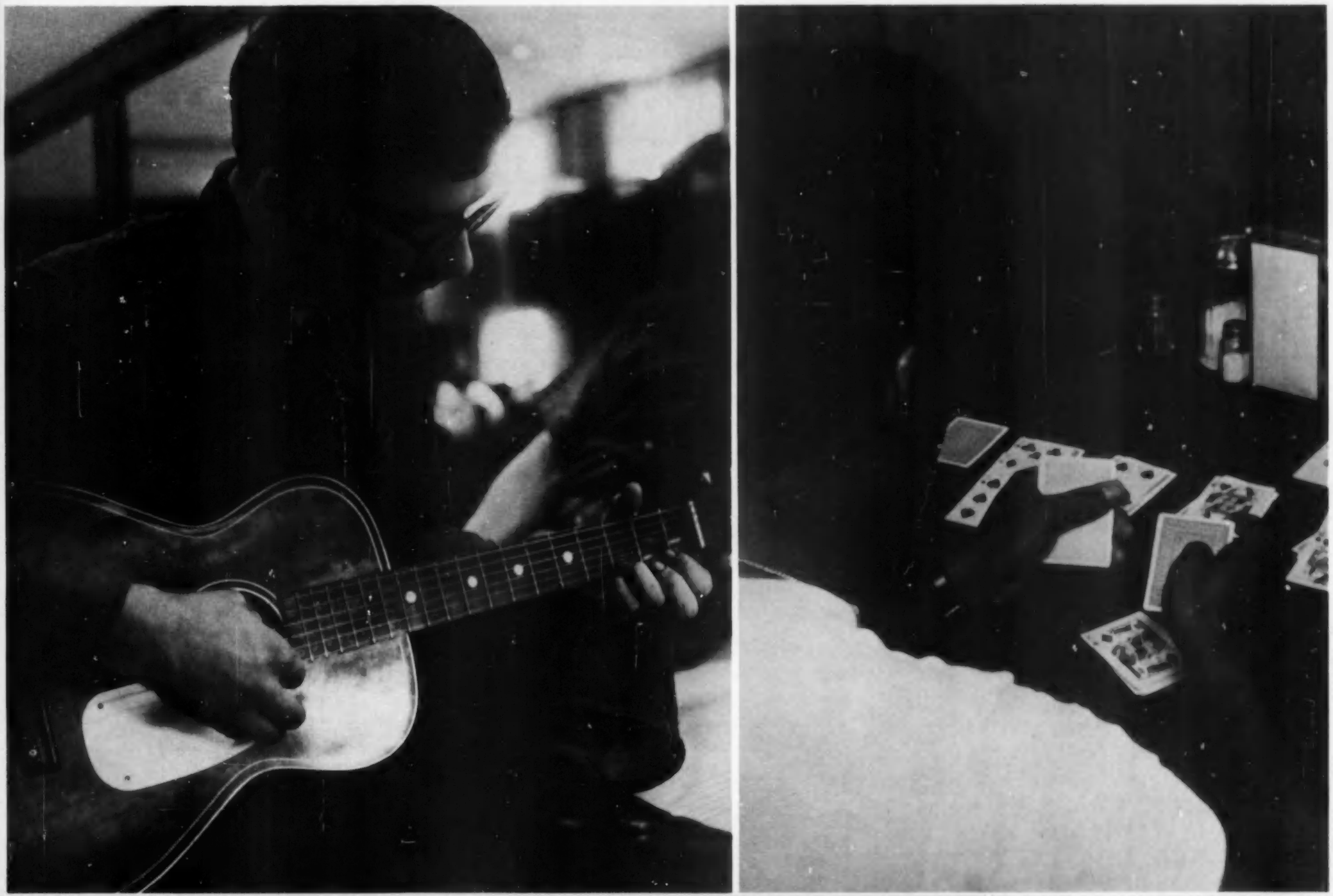
Len, a 20-year-old serving 4 years for selling narcotics, picked up the conversation.

"There's some decisions you just have to make all by your lonesome," he said. "And it can be rough, man, believe me it can be rough. Take this gal where I work (he earns $3.82 an hour as a general laborer in a foundry). She's been making passes at me for 3 weeks now. I don't know whether she's suspicious, maybe thinks I'm a 'con,' or whether it's for real. She keeps asking where I live, whether I have a phone, what I'm going to be doing over the weekend. Know what I mean?

"She's really a good looking dame, but I just can't take a chance. One of these days I'm going to have a talk with my counselor about it. Doesn't that hand you a laugh? But this job means too much, particularly right now. I'm eventually going to blow this town, but there's a lot more I have to learn to qualify for a steel refinery apprenticeship that will be waiting for me back home. I can't keep my mind on dames and my job at the same time. Guess I've got a one-track mind."

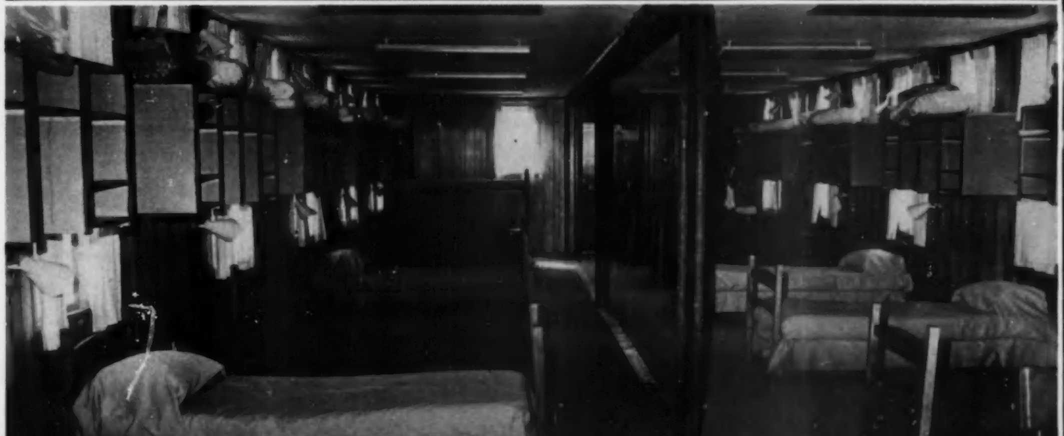
A report on the Oregon program cites "human weakness" for liquor and women as a prime cause of failure for work release participants. Daytime freedom holds these constant temptations. About 20 percent of prisoners on work release have had to be returned to full-time incarceration. Only two participants have been involved in actual crime, however, since the program began in 1966. Of the 1,050 work release graduates, only 17 percent have violated parole, compared to 33 percent for parolees who have not participated in the program.

Like Len, Barclay is determined



The possibility of freedom soon can make time pass slowly.
Tim fights boredom by picking his guitar; Walt prefers solitaire.

Hoping for a call
from his parents,
Tim sits near the
Center's only phone.



Living accommodations at the Milwaukie Work Release
Community Center are a big improvement over a prison cell.

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not to add to the failure rate. "This is like reincarnation, this freedom bit," he said. "I feel like a new man. They told me down at the restaurant (he is a $1.85-an-hour cook's helper) that this job will be mine for keeps when I get that piece of paper (his parole). No dame is going to get me to foul up."

Barclay, 25, has spent 21 months in prison and detention confinement for assault. He becomes eligible for parole soon.

In the final analysis, success or failure rests with each individual in the program. But the assistance of State agencies and private employers is vital.

"For the most part, an offender is otherwise quite alone in his search for work," said Garland Godby, director of Transitional Programs. "His family and friends may be interested, but they are not likely to be much help, because often they are struggling with many of the same handicaps besetting the inmate. So the offender is reduced in resources, since family and friends are the major source of job leads in our society.

"Most people would be quick to agree that it is highly important for an ex-convict to have a good job. Most people would have sympathy for the problems he faces and would be inclined to agree that he should have a chance to prove himself. But in many cases, no one is willing to assume individual responsibility. From that standpoint, our Oregon employers deserve special mention. They are willing to help individually."

Ross Morgan, administrator of the Oregon Employment Division, agrees that employers have been very cooperative. "If we expect imprisoned men and women to go straight," Morgan said, "we must give them the motivation, the education and the opportunity to participate in the working life of the State and Nation."

Work release participants in Oregon pay for their board and room. At the Milwaukie Center the charge is $3.50 per day. Elsewhere—in 20 or 25 city and county jails used as quarters for work release participants in other parts of the State and in the State penitentiary at Salem—charges vary from $2.50 to $4.50 a day. Charges are deducted from the earnings of the inmates, and the balance, less small withdrawals for personal expenses, is deposited for them in trust funds for payment at the time of release. In 4 or 5 months, the average period on work release, most men have saved $250 or $300. Many have left with $1,000 or more and one carried away $2,500—legally.

Administrators point out that cash savings can make the difference between rehabilitation and a return to crime. Prisoners normally receive only $100 from the State when released. Living expenses mount fast in today's economy. Any one of these men, if broke, can become engulfed in a feeling of desperation, administrators point out.

At present, average daily participation in the statewide program is about 125, but it is expanding fast and new centers similar to the one at Milwaukie are planned later this year. Most will be close to cities to enhance employment opportunities. Participation of women inmates has been minimal up to now because of lack of facilities, but this will soon be corrected when the State establishes a women's center.

Records show that a great many program graduates remain in their jobs after discharge or parole. Some, like Len, leave for other areas, usually because of family ties. Others move into higher-paying employment elsewhere. Recent success stories include:

- A 61-year-old man who is succeeding as a full-time custodian at an eastern Oregon institution after serving 34 years in four States, including 15 years for manslaughter.
- A youth of 21, who is earning promotions in a plywood mill after serving 3 years for burglary in Oregon, and doing time in Leavenworth Federal Penitentiary and other institutions.
- A man of 38 now comfortably established in a sales career after serving 5 years for manslaughter and child neglect.

John Galvin, Corrections Division administrator, sees the Work Release Program as evidence of "a new sensitivity in Oregon to the value of training and basic education, of counseling and better job development and placement techniques. There is also great added awareness of the necessity to experiment and innovate in order to find adequate ways of coping with social problems, and of guaranteeing people the right to take advantage of newly opening opportunities, regardless of whether they are in or out of prison."

Oregon has not always taken such a progressive approach to handling convicts. It also is the birthplace of the "Oregon Boot," a leg manacle developed at the turn of the century to prevent work gang prisoners from escaping. Acclaim among prison administrators was widespread as the cumbersome iron boot was put to use. There were side effects of course. The boot clamp fit tightly and cut a prisoner's stride to a shuffle. In most cases it left scars long after open wounds had healed. Amputations were not uncommon when sores and cuts from the boot clamps became infected. But escapes were reduced to a minimum, and that was the objective.

Some of the old boots still are on display in prison museums across the land—grim reminders of a cruel past. But they are not showpieces in Oregon. Instead, 70 or more years and many prison riots later, Oregon prefers to measure its correctional system progress in far more human and humane terms. □

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News&Notes

Elementary and secondary school teachers probably will face a much tighter job market during the current decade, according to the Bureau of Labor Statistics' 1970-71 edition of the *Occupational Outlook Handbook.* Although openings will average about 200,000 a year, if past trends continue the number of qualified school teachers may significantly exceed demands. Other professions will do much better. Demand will remain strong for engineers, chemists, physicists, life scientists, mathematicians, dental hygienists, and nurses. Opportunities also will be good for bank tellers, secretaries and stenographers, manufacturers' salesmen, cooks and chefs, police officers, plumbers and pipefitters, and welders and oxygen arc cutters. The number of auto mechanics will continue to increase but greater shop efficiency is expected to limit growth.

* * *

The U.S. Department of Labor has launched an effort to help recent manpower program graduates who lose their jobs or who cannot be placed because of brief downturns in the local economy. It is called the Supplemental Training and Employment Program. Participants will be given 13 weeks of work experience in public and private nonprofit organizations, and will be eligible for an additional 13 weeks if permanent jobs are still unavailable. Training stipends under the Manpower Development and Training Act will serve as a temporary source of income. The first contracts have been signed with the employment service agencies in Arkansas, Connecticut, Kansas, Oklahoma, and Texas at a Federal cost of $2.5 million.

* * *

The Department of Labor has issued new guidelines to assure equal job opportunities for women working for Federal contractors and subcontractors. Among other provisions, the guidelines forbid penalizing women because they require time away from work for childbearing. They also require affirmative action on the part of covered employers to recruit women for jobs from which they have been previously excluded--for instance, in management. Advertising for workers in newspaper columns headed "Male" or "Female" is also barred to these employers unless sex is a bona fide occupational qualification.

August is anniversary month for the unemployment insurance program. On August 14, 1935, the Social Security Act was approved, providing the basic framework for a Federal-State system of unemployment benefits. The first State unemployment insurance check was paid August 17, 1936 in Madison, Wis.

* * *

The Department of Labor has announced a 4-year "Washington Plan" which sets equal employment opportunity standards for construction work in the national capital area. The plan should prompt a minimum increase of 3,500 jobs for minority-group members in 11 skilled construction trades by May 31, 1974. A contractor's commitments to hire minority employees cover not only his federally involved construction but all of his construction work throughout the Greater Washington area during the time he is working on a construction contract involving Federal funds. At the end of 4 years, minority employment must range from 25 to 43 percent among electricians; painters and paperhangers; plumbers, pipefitters, and steamfitters; iron workers; sheet-metal workers; elevator constructors; asbestos workers; lathers; boilermakers; tile and terrazzo workers; and glaziers.

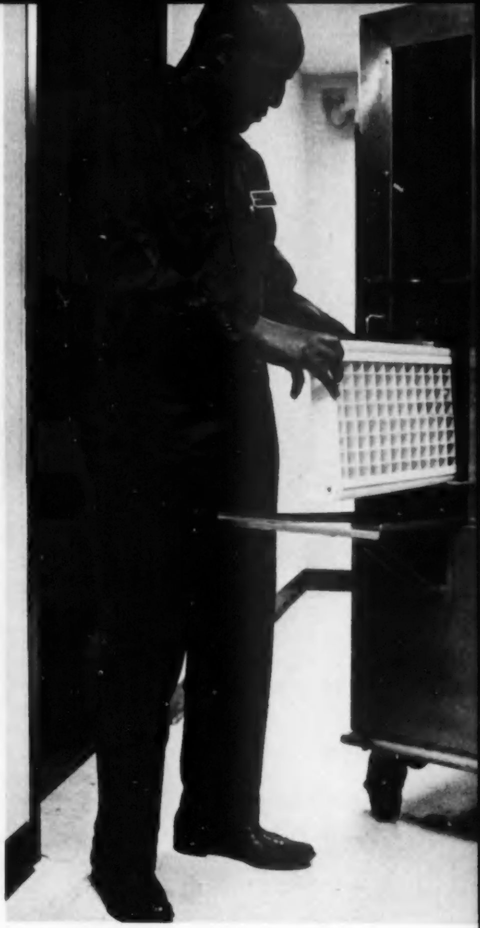
* * *

Minority group members made up 19.2 percent of the Federal work force as of last November 30, according to a governmentwide census. Of 2,601,639 full-time employees, 500,536 were minorities. In 1967 minorities accounted for 18.9 percent of all government workers. The number of blacks in jobs paying $14,200 to $29,800 went up 40 percent between 1967 and last November.

* * *

An analysis of the characteristics of enrollees in the Job Opportunities in the Business Sector (JOBS) Program shows that nearly 90 percent of the hires are members of minority groups, 50 percent are under 22 years of age, and 15 percent formerly received public assistance. In addition, the average hire had been unemployed for more than 21 weeks during the previous year and his average family income was $2,438, far below the poverty level.

upgrading hospital workers



By Kenneth Fiester

Of all entry-level jobs available to the unskilled and uneducated, few are held in lower regard than those at hospitals. Only in very recent years have these jobs been covered in any way by Federal wage-hour standards; State laws, where they applied, did not assure a living wage. Union organization, too, was late in coming, and could not by itself raise wages enough to meet minimal needs.

Not only are the wages low; the nature of the work is menial at best. Chances for advancement usually are slender. The school dropout who became an orderly or a kitchen helper 20 years ago, and who stayed with the hospital, is almost certainly performing the same tasks today.

The senior incumbents in these unhappy jobs can be credited, perhaps, with preferring work to welfare. On the other hand, they took these jobs when the pay and working conditions were far worse than they are now, and clung to them. This suggests workers who are resigned to their lot, having endured it into their middle age. In any case, they do not fit the usual definition of promising upgrading prospects.

Yet it is from just this group that nearly 1,000 upgraded hospital workers had emerged by the end of July, under a program devised and operated by the American Federation of State, County, and Municipal Employees (AFSCME) and financed by $1.2 million in Manpower Development and Training Act funds from the U.S. Departments of Labor and Health, Education, and Welfare. The first contingent of 42, in three city hospitals in Boston, graduated to better jobs last January; others have followed in succeeding months. They have not only graduated to these jobs, but up to now, at least, have kept them.

Eleven hospitals are participating. Besides the three in Boston there are three in Cuyahoga County (Cleveland and vicinity), Ohio, and five State mental hospitals in Maryland. The training period ranges up to 4 months, depending upon the job category.

Betty Miller, national administrator of the program for AFSCME, emphasizes that a basic element is the exhaustive planning that precedes actual training. A career ladder is built from comprehensive analyses of job duties, derived not only from official job descriptions but from studies of the work performed and interviews with supervisory personnel.

The career ladder is reduced to a schematic diagram at each hospital, indicating the logical paths of upward progression, along with the number of workers presently in each type of job and the number needed in the higher level positions. Career ladders are somewhat flexible. A house worker may move up to medical house worker or power machine worker, and from there go on to nursing, dietary, laboratory, or X-ray careers. Lateral movements also are permitted. A grade 3 medical house worker who feels balked in her present job may take a similar-paying position as a dietary worker, and then go up the ladder leading to grade 7 ward service representative, if her talent permits.

The career ladders were developed for the program by the Economic and Manpower Corporation of New York, a private training corporation, which prepared specific curricula for each job cate-

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Mr. Fiester is a freelance writer with extensive experience in the labor movement.

> 'We believe it's a lot better to provide openings at the bottom than to leapfrog new recruits over the backs of workers who have been there all the time.'

Labor Dept. photos by Robert Moeser

gory. The curricula go beyond what might be called skill training—the pragmatic how-to-do-it routines. Also included is enough basic education to prepare for a high school equivalency diploma, if one is needed. And provisions are made for motivational counseling.

"Motivation hasn't been much of a problem in itself," Mrs. Miller says. "These workers have proved they are job-oriented. And by organizing into a union, sometimes against considerable opposition, they proved they are interested in improving themselves. All they need is confidence that they, as individuals can move ahead through the upgrading courses."

Undoubtedly the terms under which the training is provided help to motivate the trainees. All the training, including basic education, is on paid time, within the regular workweek. Higher level jobs are guaranteed. And in all but one program, where there was a technical barrier, a pay raise of half the added amount the new job will produce is put into effect half-way through the training period.

In dollars and cents the degree of progress varies according to job category. An entry-level house worker at Boston City Hospital starts at $91.50 a week and goes to $108 in 4 years. The next job up the ladder, medical house worker, has a range of $95.50 to $112.75—hardly a sensational gain. But under the training program career ladder, medical house workers often proceed quickly to higher rungs. Senior dietary workers earn from $105 to $123.75; senior nursing assistants, an alternative opening, are paid $104 to $135.50. Experience suggests that once the "dead end" is opened, those who pass through it tend to keep going, at least for a while.

In Boston, for instance, Marie H. Broughton had been a kitchen worker at a grade 2 level since she went to work at City Hospital in 1942. Her test scores showed she could handle a grade 5 job as senior hospital dietary worker. After 13 weeks in the 17-week class, she had learned so quickly that she was transferred to the dietary service representative class, and 4 weeks later in March 1970 graduated into a grade 7 job. Her pay, $108 a week at the beginning of training, jumped to $135.50.

"Here's a case of a competent, qualified employee overlooked all these years," said George Gardas, the union's training project manager in Boston. "Now she has a job worthy of her talent, the highest position in the dietary service."

Mrs. Broughton's story is by no means typical. Few trainees have so many years of service or go up more than a step at a time. But Gardas noted that Mrs. Frances Davis, a City Hospital employee since 1967, and a classmate of Mrs. Broughton's, made the same jump from grade 2 to 7. And three other Boston trainees moved up three steps to grade 5.

Training under the program is well-structured, but flexible enough to meet the needs of individual hospitals and trainees. Because the city and state hospitals involved have formal civil service structures, all job vacancies are posted and any employee may apply. Applicants are reviewed by a selection committee composed of union and hospital representatives. Selections for training are based on seniority and previous job performance.

Trainees are immediately placed on a Monday through Friday daytime schedule. All training takes place at the hos-

hospital workers

continued

pital. For the first week or two training is devoted solely to orientation—about the program, the organization of the hospital, human relations, and methods of study.

From then on, most of the programs call for 4 hours of classroom work daily, and 4 hours on the job. In class, trainees study both basic education subjects and material relating to their new jobs. Training ranges from 8 weeks to prepare for a power machine operator job to 17 weeks for a senior dietary position. Upon completion, trainees are certified and receive their higher civil service ratings and pay.

Hospital administrators in Maryland, however, decided that such a schedule would be too difficult to administer. Trainees there spend 8 hours a day in class at full salary until they complete the course, usually in 12 weeks. Individual programs in Boston and Cleveland also have adapted the schedule to meet their needs. Boston trainees working for a senior nursing assistant rating spend 6 hours daily in class and 2 hours on the job for 10 weeks, and a Cleveland program for nurse aides keeps the students in class a full 8 hours for 7 to 9 weeks.

To Mrs. Miller, the potential importance of the program's approach far transcends its application within her own union's jurisdiction.

"Maybe we could be called selfish by some standards, but we just don't accept that," Mrs. Miller says. "We believe it's a lot better to provide openings at the bottom than to leapfrog new recruits over the backs of workers who have been there all the time."

Most program graduates have moved smoothly into their new jobs. And the project has won virtually unanimous acclaim from the participants.

"It was swim or sink," said one trainee of his decision to try to better himself. "I did not want to sink."

"The course is one way to get further ahead, closer to where I want to be and what I want to be," said another.

A third participant said, "This has been a great experience for me, learning all over again."

The operation has also won a fair share of public plaudits. Boston Mayor Kevin H. White called his city's program a "major step forward in improving job opportunities" for disadvantaged residents. The Cleveland PLAIN DEALER showered editorial praise on the local effort in September and again in February. "This union-Federal-hospital program in Cuyahoga County is a fine beginning for what deserves to become a national effort," the newspaper said.

Most significant, perhaps, in judging whether the program works is the attitude of hospital supervisors under whose direction the upgraded workers are placed. So far, the verdict has been overwhelmingly favorable. A supervisor at Cleveland Metropolitan General Hospital brags that his upgraded crew has halved the time previously taken to clean and sterilize a suite of operating rooms.

The union knows the program could not work without the active partnership with management which has been developed. This partnership is not really surprising for two reasons, one inherent in hospital employment and the other an example of foresight and understanding of the AFSCME team.

The inherent factor is the desperate nationwide shortage of subprofessional hospital personnel. The evidence on the

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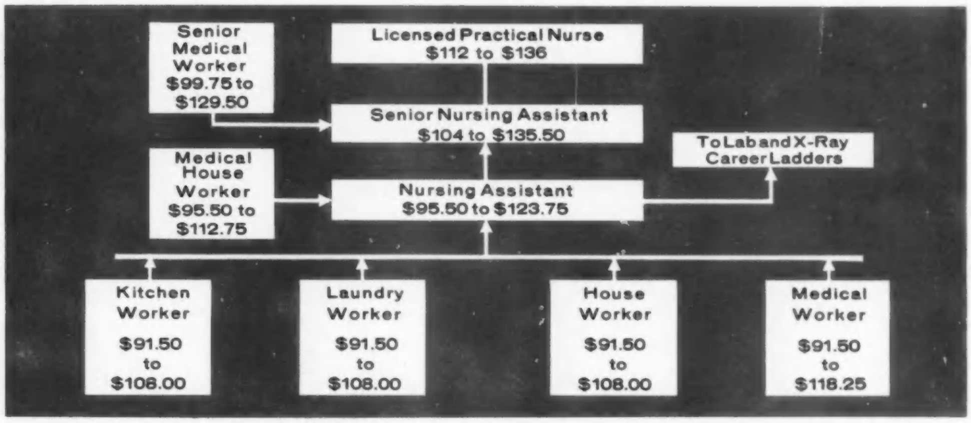

Senior Medical Worker $99.75 to $129.50
Licensed Practical Nurse $112 to $136
Senior Nursing Assistant $104 to $135.50
To Lab and X-Ray Career Ladders
Medical House Worker $95.50 to $112.75
Nursing Assistant $95.50 to $123.75
Kitchen Worker $91.50 to $108.00
Laundry Worker $91.50 to $108.00
House Worker $91.50 to $108.00
Medical Worker $91.50 to $118.25

This is the career ladder diagram for the nursing department at the Boston City Hospital. Similar career ladders have been established for the housekeeping and dietary departments and for X-ray and laboratory jobs.

career ladder diagram is dramatic. The diagram may show, for example, 250 persons at the entry-level job of hospital worker. Just one level higher there may be 25 employed but 125 needed. In almost every case, with each upward step, the disparity between numbers and need grows greater. So it is not unfair to suggest that hospital supervisors are so hungry for upgraded workers that they would welcome almost any kind of training program.

However, the AFSCME has not attempted to take advantage of the manpower crisis by rushing in with a hasty, poorly conceived project. To the contrary, the care with which the program was prepared and is being run is the other major factor in its acceptance by hospital management. Not only are all necessary training materials and equipment made available through the program, but skilled specialists also are furnished to develop a faculty from among the hospital's own staff. The upgrading process is fully integrated with the continuing work of the hospital; newly minted trainees do not burst in as strangers.

The process of faculty development will have a determining influence on where the AFSCME program goes in the future, Mrs. Miller says.

"We never looked at this as a one-step operation," she explains. "Our career ladders go all the way to the top. What we want to happen, and what we're sure is going to happen, is that at every level there will be trainees preparing for the slot above them."

On the other hand, the union is fully aware of the inequity and, in terms of social impact, the futility of sponsoring successor programs at the same hospitals, so that after years of effort a few thousand fortunate workers would have reached the top of their capacity and all the rest, in other institutions, would be right where they were.

"Obviously we want to move on," Mrs. Miller says. "If we have done our job well, and we think we have, the people in each hospital can carry on. I expect that in these locations, and many others, too, this sort of upgrading will be a collective bargaining issue. The union will insist on writing it into the contract. Part of a hospital job will be that you have a chance to move up.

"Frankly, I don't think there will be too much resistance from hospital management. The workers are needed. Our program has shown where to get them. And because of what we've done, there is other money besides government money that can be found to get similar programs started."

As AFSCME weighs its next steps in the upgrading effort, Mrs. Miller indicates, it may well go beyond the hospital-health field.

"The hospital industry is a classic example, of course, and what we have started is not only good for the workers but is really a necessity. It is one way to help keep the health-care system from breaking down entirely," she points out.

"But there are plenty of hopeless, dead-end poverty jobs elsewhere in State and local government. We represent these people, too. And the techniques we have used can be applied just as well for their benefit."

By inference, Mrs. Miller suggests that private industry also should give more attention to upgrading than leapfrogging. For she is certain that upgrading that works in hospitals can work anywhere. ☐

no one under 60 need apply

Newton B. Parker, an economist, retired from the World Bank in February 1967 at the age of 60. He had a good pension but he did not like retirement. "I wanted to work," he said. "Besides I needed more money."

Today Parker is an editor-writer for the Foreign Area Studies unit of American University in Washington, D.C., with a salary in the low five-figure range. He helps write books on foreign lands for use by diplomats, Government officers, and other Americans going overseas to teach or work.

"He's a very thorough economist with good solid training in this sort of thing," said his immediate supervisor, Richard Nyrop. "He'll draw together a flock of statistics on agriculture, industry, balance of payments—the whole gamut on a nation's economy. He takes this information from specialized reports and turns it into straightforward nonjargon language."

Parker, who has been at the university since January 1969, is no longer on the shelf because of the efforts of Over 60 Counseling and Employment Service. This nonprofit creation of the Montgomery County (Maryland) Federation of Women's Clubs is now finding hundreds of jobs annually for the most difficult group of workers in the Nation to place—those past 60 years old.

Opportunities Are Limited

Most older jobseekers do not fare as well as Parker, not even with the help of Over 60. Opportunities for them in the labor market are severely limited, and they often must take work that pays less than earnings during their peak years.

"Probably 60 or 70 percent of them need counseling," said Mrs. Gladys M. Sprinkle, director of Over 60. "We direct them to take a more realistic look at jobs open to people past 60. Many of them come to see that it may be better to lower their sights and make a contribution rather than sit in a rocking chair."

One man, 64, was shuffled out of a $30,000-plus job when his electronic equipment firm was reorganized. The best Over 60 could do for him was a modest place selling ads for a suburban newspaper.

The determination of older people to remain a part of working society is sometimes astonishing. Mrs. Sprinkle recalls the man about 2 years ago who beat his fist on her desk and said, "This is the first time I've been out of work in 67 years. I want a job." He was placed several times before he could stay put. For the past year he has been working full-time as a night guard in Prince Georges County, Md. He is 86.

At first glance, Montgomery County, bordering on Washnigton, D.C., may seem a highly unlikely place for such an employment service to flourish. It is one of the richest counties in the U.S.—some say the richest—with an average family income of more than $18,000. Surely such prosperous people do not need the kinds of jobs that make up the bulk of Over 60 placements—general clerical, security guard, sales, secretary—jobs that do not generally carry great responsibility. Are they just trying to keep busy?

"Please don't think that all of our clients come to us just for something to do," said Mrs. Jean Hartman, chairman of Over 60's Board of Governors. "Eighty percent of them really need the jobs."

"We see a lot of retired Federal employees with comfortable annuities," said Mrs. Sprinkle. "But we also see a lot of people trying to get by on social security and they can't do it. One woman told me recently, 'I buried my husband in January. My social security is $89 and my rent is $88. I've got to make the rest of it.' She was on crutches.

"When you get out of the Federal area, most people have no pension, just social security. Right here in Montgomery County, where people are so affluent, you find men and women with no education. Yesterday I interviewed one who couldn't read or write."

How are job openings located? The State employment service is a prime source. Many run-of-the-mill jobs are called in by employers. But usually for the good ones, "you have to dig," said Mrs. Sprinkle. "It's amazing what jobs you can dig up."

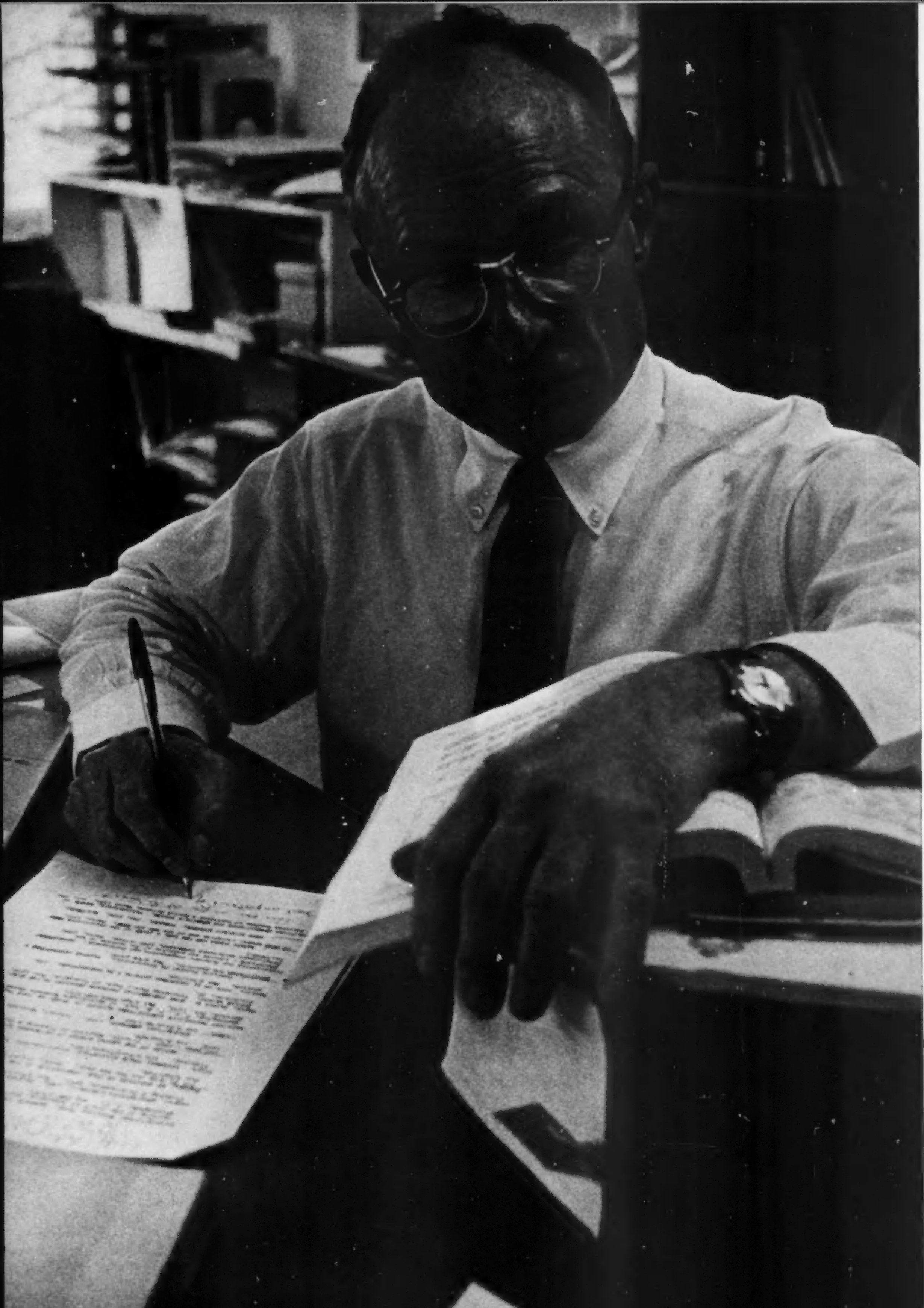
Luck Helps in Placements

One 70-year-old retired civil engineer who had spent his entire career with the Federal Government came to her last year. He wanted consulting work. "I got him a placement by going to the phone book and calling the consulting engineers listed," she said. He has been busy ever since. His current fee is $80 a day.

Luck, Mrs. Sprinkle believes, also has a lot to do with good placements. Two years ago she was in Stuttgart on vacation with her husband, who was working there. A colleague of his complained, "I can't find a good structural engineer."

"I said 'I have one for you,'" Mrs. Sprinkle recalls. "When I returned to the States, I referred the man to the company. He was 62, but he had the experience they needed and he spoke the language—the job was in Iran. He got the job and he's there now. It was just luck."

Luck, however, had very little to do with the conception and growth of Over 60. In 1960, the Montgomery County Federation, representing 21 women's clubs, sent delegates to a bicounty meeting to hear about the problems of the elderly. "We learned that older people



Newton P. Parker works on a manuscript about Ceylon for the Foreign Area Studies unit of American University. The former World Bank economist launched his new career at the age of 62.

wanted employment just like everyone else," said Mrs. Hartman.

The Federation was looking for a worthy project. This was it. In April 1961, its first office was opened in free space provided by the Maryland National Capital Park and Planning Commission.

The office was open 3 hours daily for 3 days. "We opened with $500 and faith," said Mrs. Hartman, "and a lot of volunteers." The only paid person was the director. For the remaining 9 months of 1961, "we saw 24 people. It was a slow start but we placed nearly all of them. We've had steady growth since."

The original office is now open Monday through Friday from 9 a.m. to 3 p.m. In 1966 a second office was opened and last year a third.

Operating costs total about $27,000 annually. This includes the salary of Mrs. Sprinkle, the organization's only full-time employee, and of seven part-time workers. Women's club volunteers beef up the paid staff's efforts. Over 60 pays no rents. Space for the office opened in 1966 was donated by the local United Church of Christ, and a private citizen makes free quarters available for the third office.

Operating money comes from three sources. The women themselves raise $8,000 to $9,000 annually through a Thrift Shop that sells used furniture, clothes, and bric-a-brac brought in by members of six participating organizations. Proceeds from items donated for sale by women's club members are earmarked for the Over 60 project. Other money comes from the Montgomery County Council and from the Maryland State Commission on the Aging via title III of the Older Americans Act, a Federal program.

Last year 589 jobseekers applied. More than 450 were placed. The organization turned down more than 1,000 job offers because suitable candidates were lacking to fill them and many of the jobs were judged unsuitable for older people.

"There are just some jobs we don't send people on," said Mrs. Sprinkle. "Normally we'll send them on anything within reason. But we get openings in some areas of Washington that are hazardous, say night work downtown or in a liquor store. Sometimes lack of transportation makes it impossible for them to take the job. And we let go unfilled a lot of openings that require handling money or working, say, as security guards from 11 p.m. to 7 a.m.

"Our services are free. Therefore we have no pressure to make placements. We screen out the poor jobs and offer our applicants the rest, if they qualify. They can take it or turn it down."

Job placement requests sometimes have a comic aspect. One lady applied for work but specified it had to be in the afternoon. She owns securities and likes to spend her mornings reading the WALL STREET JOURNAL and studying the market. She further specified she wanted to work in her own neighborhood and to earn just enough to qualify for health insurance. Her final requirement: Work must not interfere with her favorite soap opera. "We haven't been able to place her yet," said Mrs. Sprinkle.

Demand Outruns Supply

In 1966, Over 60 began a project that has attracted considerable attention. This is its "Good Neighbor" Aide Training and Placement Program. Older women are trained to take care of children and older people, and then are placed in jobs in homes in their immediate neighborhoods.

"We had lots of job offers in this area and no one to fill them," said Mrs. Sprinkle. "Nobody wanted to be classified as a domestic."

To make sure prospective aides would not be exploited or suffer a loss of pride, Over 60 laid out a rigid set of guidelines for training, for minimum pay, and for the kinds of work they would be expected—and not expected—to do.

"On the job, the Good Neighbor attends to the personal needs of an elderly person or a child, as a companion to the elderly or as a mother-substitute for the child," according to the guideline. "She may assist with feeding, bathing, dressing, planning and preparing meals, shopping, and tidying the house but she is *not committed to heavy housework or heavy laundry.*"

The training course lasts 4 days, 3 hours a day. Content includes practical psychology, environmental health, nutrition, food management, and discussion of responsibilities of both the aide and the employer. Classes for about 20 students are held each fall and spring, usually at a place like Red Cross headquarters.

Instructors are professionals from the State Department of Mental Hygiene, the Red Cross Nursing Service, and the University of Maryland Extension Service.

Some of the students are college graduates; some cannot read or write. They range in age from the mid-fifties to the seventies; the minimum is 50 (the only exception to the rule of placing only those past 60). Women's club volunteers transport them to school and home again, giving them door-to-door service.

The demand for the trained Good Neighbor far outruns the supply. In 4 years, 175 have been trained. Last year alone, 971 job offers were made.

Minimum pay is $1.50 an hour, but many of them are earning far more. Live-ins, for example, normally get free room and board plus $50 to $65 in salary for a 5-day week. Some have been placed as house mothers at the University of Maryland, earning a free apartment and full maintenance plus $2,600 for a work year that lasts only 10 months.

The success of the Good Neighbors has brought inquiries from 24 States. Two years ago, the Senate's Special Committee on Aging asked to hear about it. The Senators were told by Mrs. James H. Baxter, Over 60 trustee and one of the founders:

"In this . . . program we are matching and meeting two urgent needs in our community—the need for a job opportunity for the older woman who is without skills in demand in the business world and the need for help in homes to care for elderly persons and children."

Certainly this has been true for Good Neighbor Rita Dahl and her employer, Mrs. Rose Cosgrove, of Chevy Chase. Mrs. Dahl, 68, has been a widow for 14 years. Her husband was of "the old school" who believed women belonged at home, so she never developed any job skills. Her new job gives her the money she needs to supplement her small income from social security and a Veterans Administration pension.

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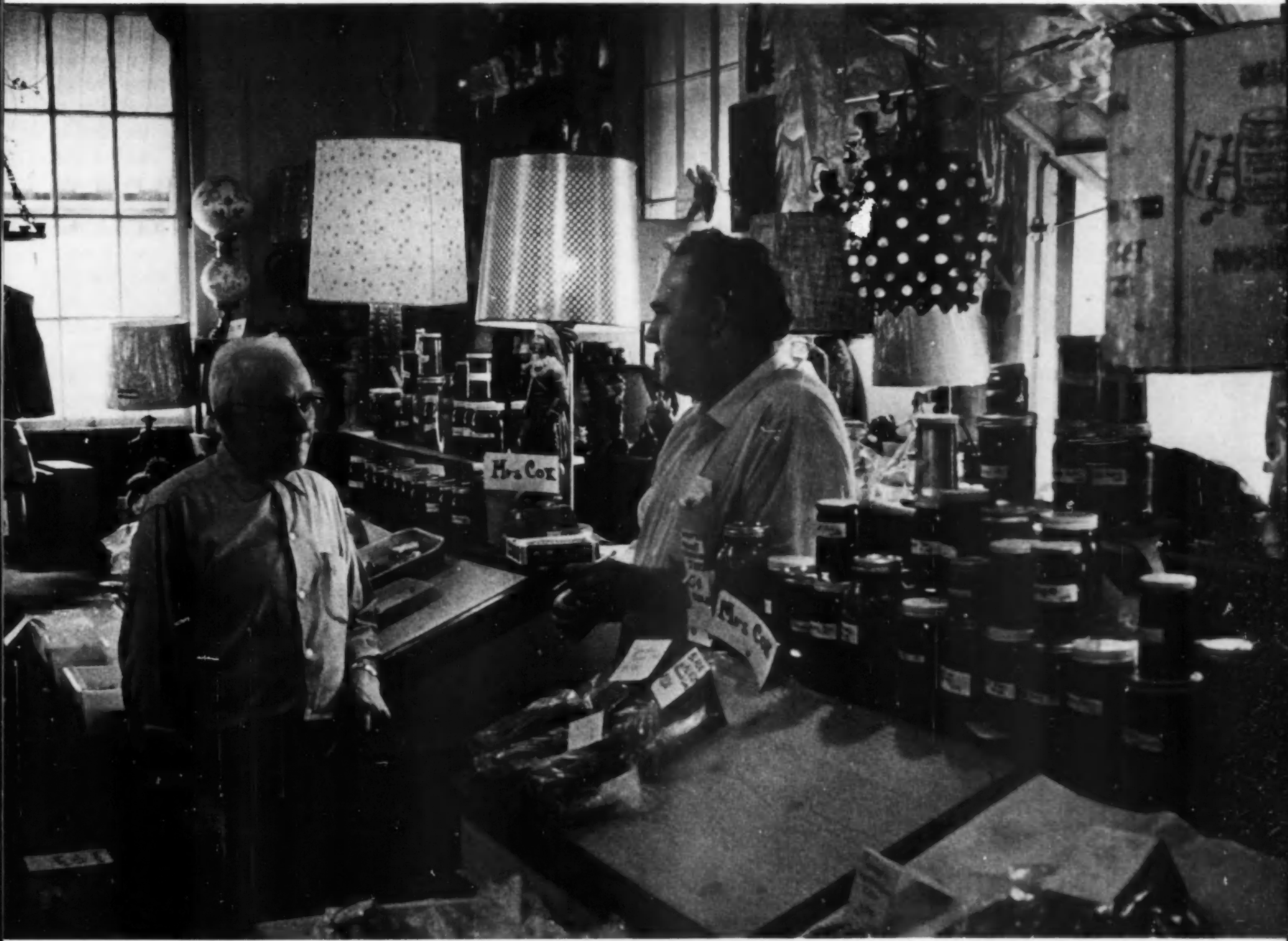
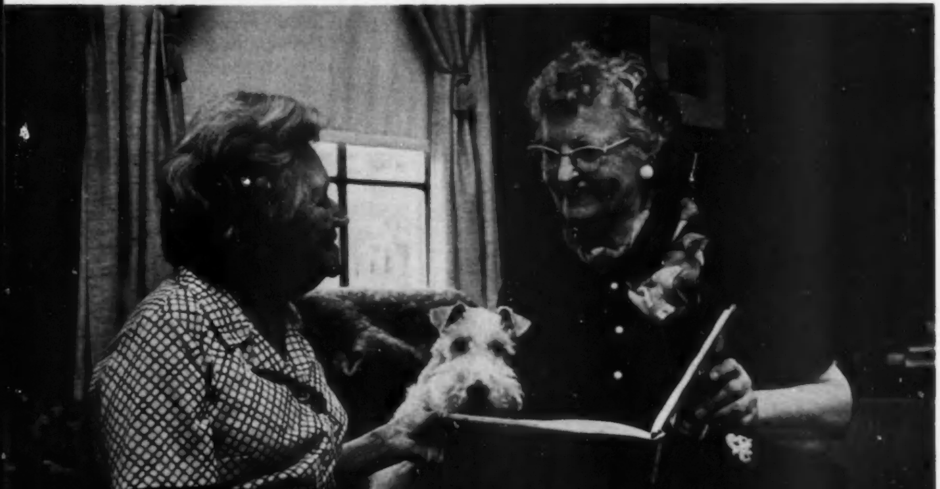


Over 60 brought together Howard England (left), 67, and the Montgomery County Farm Women's Market, a cooperative organized during the Depression to help farmers earn money to prevent mortgage foreclosures. England's long experience as a cost accountant and assistant supervisor for a dairy were the type of qualifications the co-op sought in a manager for the market, which is open 2 days a week. Here England chats with market vendor Thomas C. Cox.



"Good Neighbor" Rita Dahl (right), 68, reads to Mrs. Rose Cosgrove. Lively and sharp-witted despite her 80 years, Mrs. Cosgrove has eye trouble and finds walking difficult. Mrs. Dahl is her companion and aide 3 days a week, while Mrs. Cosgrove's daughter is at work. The literary critic in the middle is named Mickey.

Labor Dept. photos by Harrison Allen

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AUNTIE LITTER
SAYS YOU CAN
AND SHOULD
TAKE IT WITH
YOU

Chevy Chase Women's Club garden chairman Mrs. Roy J. Joroleman discusses an antilitter display with Victor Jones, club manager. A former automobile salesman, Jones, 63, was placed in his job by Over 60.

She spends 3 days a week with Mrs. Cosgrove, while the latter's daughter is at work. Mrs. Cosgrove suffers from glaucoma as well as hip and spine trouble. Mrs. Dahl, who recently finished her Good Neighbor training, helps her get around the house and reads to her. "She's a wonderful person," said Mrs. Cosgrove.

Over 60 has now tackled a similar special project for men. It is called the Senior Home Craftsman Program. This, too, meets two community needs: Providing work for older men while supplying workers for minor repairs in private homes. The Washington Building Trades Council and the suburban Maryland Home Builders Association helped develop the idea. Pay rates are set at $2.25 to $3.25 an hour, with a minimum of $5 per job.

The first eight trainees have already been recruited and have attended an Orientation Workshop, but the program is moving slowly. "It's a question of pride," said Mrs. Sprinkle. The trainees included an ex-teacher, an ex-engineer, and an ex-contractor, and they are reluctant to become "handymen." And one man, formerly a $6-an-hour painter, is reluctant to take $3. "Some of them do this work for their neighbors free. They're not sure they want to do it for money."

Applicants Proud, Bitter

Pride is a critical—and hampering—factor with most applicants. One elderly man was placed in a desk job at a luxury apartment building near his home. He was learning the pigeonholes for the mail when he saw the names of acquaintances on some of the mail slots. He simply walked off the job. "He couldn't bear to let his friends see him" in what he thought was menial work, said Mrs. Sprinkle.

The older jobseekers need help to overcome such problems. Counseling usually is given by Mrs. Sprinkle and Walter Bohan, part-time public relations director for Over 60.

"Many people who come to this office are really bitter," said Mrs. Sprinkle. "Lots of doors have been closed in their faces."

"Counseling is tremendously important," said Bohan. "You have to have the ability to sit and listen. The first half hour is crucial. When they hit the door, the pride and bitterness well up. Some of them choke when filling out the application. They take it home and never return."

Counseling does not necessarily stop after a person is placed. Bohan tells of one man who had been a well-paid accountant for years. He was laid off with only 2 weeks' salary. Over 60 placed him with a hotel in Washington, where his earnings sank to a little more than $100 a week.

After 2 weeks he was dissatisfied. He was made responsible for the payroll and for handling the hotel's cash, a heavier load than he thought the job and the pay called for. He wanted to ask for more money. Bohan advised him to give it a little time, to get the feel of the place before making any sudden moves. The man called back at the end of a month and said Bohan was right.

Officials of Over 60 do not feel that the organization is intruding on anyone else's territory. They describe Over 60 as a "unique employment service not duplicated by or competing with other employment agencies."

The State employment service seems to agree. "We feel real good about it," said Cecil A. Hileman, manager of the Montgomery County office of the Maryland Department of Employment Security. "We work very closely with them and feel they are performing a very valuable service and are doing things we're not able to do. We really need an organization of this type to direct attention to the older worker, the retired worker.

"It would be nice if the State had the capability to provide all the employment services needed in the county, but we do not—not by a long shot. You have to spend a lot more time with the aging than with the ordinary individual. It's difficult to place them, and we often can't spend the time, and don't have the capability to give them the attention they should have."

He says his office gladly makes job leads available to Over 60. And to further cement the relationship, he himself is an associate member of the organization's board of governors.

"They've got a lot of enthusiasm," he said. "When you get a women's club back of you, well, you can't ask for better support."

Mrs. Sprinkle agrees. She had been a well-paid Federal employee before quitting to raise a family. When she was ready for a job again, she was interviewed by the Federation. "When they told me about the salary I thought they must be kidding, but they talked me into trying it for a month. When I saw their seriousness and dedication, I had to stay. The pay is in the delight of meeting a challenge." ☐

R & D Reports

Following is a selective list of reports completed under contracts and grants from the Office of Research and Development, Manpower Administration, U.S. Department of Labor. The reports concern a variety of subjects that are considered of interest to persons who plan and conduct training programs in private industry.

The listing for each item indicates, by one of the following sets of initials, where it may be obtained. The key to the initials is:

CFSTI—Clearinghouse for Federal Scientific and Technical Information, Springfield, Va. 22151. Reports may be purchased for $3 per paper copy or 65 cents per microfiche copy. Send remittance with order directly to the Clearinghouse and specify accession number (PB plus 6-digit number) given in the listing.

GPO—Government Printing Office. Send orders directly to Superintendent of Documents, U.S. Government Printing Office, Washington, D.C. 20402, with remittance for amount specified.

MA—Single copies free upon request to Room 2107, Inquiries Section, Manpower Administration, U.S. Department of Labor, Washington, D.C. 20210.

MA-ORD—Single copies free upon request to Room 100, Office of Research and Development, Manpower Administration, U.S. Department of Labor, 1111 20th Street, NW., Washington, D.C. 20210.

The Transition From School to Work, A Report Based on the Princeton Manpower Symposium, May 9-10, 1968. National Manpower Policy Task Force, Washington, D.C. CFSTI—PB 182965.

Report on a symposium designed to assess youth unemployment problems, and to discuss the role and responsibilities of different institutions in remedial efforts, as seen by participants from education, business, government, and unions.

Business Office Culture Project. Rhetta M. Arter, National Board, Young Women's Christian Association. MA-ORD.

Report on an experimental and demonstration project to develop business office skills and behavior patterns in disadvantaged women.

Business Training With Business Speech — A Partnership Between Business and Government. Alice R. Geoffray, Adult Education Center, Inc., New Orleans, La. MA-ORD.

Report on an experimental and demonstration project which featured business cooperation in an effort to provide disadvantaged minority group women with secretarial skills and fluence in "business English."

Credentials and Common Sense. U.S. Department of Labor, Manpower Administration. Manpower Report No. 13. MA.

Presents some of the facts about the myth that the only way to get a good worker is to hire a high school graduate.

Educational and Training Adjustments in Selected Apprenticeable Trades, (Vol. 1) and Appendix (Vol. 11). Alfred S. Drew, Purdue University. CFSTI—PB 190547 (Vol. I).

Extensive survey of apprentices and journeymen in the plumbing, machinist, printing, and cook-chef trades, as well as other persons concerned with training apprentices. Includes recommendations for improving apprentice and journeyman training.

Industry Hiring Requirements and the Employment of Disadvantaged Groups. Daniel E. Diamond and Hrach Bedrosian, New York University. CFSTI—PB 191278.

A study of hiring standards by employers in New York and St. Louis for 10 entry-level jobs (white-collar, blue-collar, and service occupations) and an analysis of the relationship of hiring standards to job performance by workers in these jobs.

An Examination of the Transferability of Certain Military Skills and Experience to Civilian Occupations. Robert B. Richardson, Cornell University (full report). CFSTI—PB 177372. **Transferring Military Experience to Civilian Jobs — A Study of Selected Air Force Veterans.** U.S. Department of Labor, Manpower Administration, Manpower/Automation Research Monograph No. 8 (summary). MA.

A study of selected Air Force veterans who left the service in 1965 and 1966.

Federal Training Programs for Dispersed Employment Occupations. David P. Taylor and Michael J. Piore, Massachusetts Institute of Technology. CFSTI—PB 188673.

Analysis of several federally subsidized training programs in the restaurant, printing, and machine tool industries.

Pilot Feasibility Study of Training in Business and Industry. Gerald G. Somers, University of Wisconsin. CFSTI—PB 188049.

Analysis of the feasibility of a national mail survey of training in industry, by industry group, which was used in planning surveys to be undertaken in 1970 by the Department of Labor in certain industry groups.

A Group Orientation Approach for Facilitating the Work Adjustment of the Hard-Core Unemployed. Hjalmar Rosen and John E. Theahan, Wayne State University. CFSTI—PB 188045.

Analysis of the effectiveness of two methods of work orientation for hard-core unemployed men newly hired by a large utility company.

Jobs Now Project, Final Report for Phase One, Second Year. David J. Rogers, Jobs Now Project, Chicago, Ill. MA-ORD.

Report on an experimental and demonstration project featuring short-term orientation, quick placement, and heavy postplacement support for disadvantaged persons.

Manpower Planning and Forecasting in the Firm: An Exploratory Probe. Herbert G. Heneman, Jr., and George Seltzer, University of Minnesota. CFSTI—PB 179078.

Survey of the extent and nature of manpower forecasting in Minnesota firms with more than 500 employees.

National Pilot Program on Household Employment, Report of Developmental Project, February 23, 1966-March 15, 1968. Margaret M. Morris and Mary D. Schlick, National Committee on Household Employment, Washington, D.C. MA-ORD.

Report on efforts to bring system, sophistication, economic viability, and status to the household employment "industry."

Negro Participation in Apprenticeship Programs. F. Ray Marshall and Vernon M. Briggs, Jr., University of Texas. CFSTI—PB 177568.

Study of apprenticeship through interviews with Negro apprenticeship applicants, apprentices, and dropouts, Negro and white journeymen, State and Federal apprenticeship officials, joint apprenticeship committees, and others concerned with apprenticeship in 10 cities.

New Approaches to Meet Post-Hiring Difficulties of Disadvantaged Workers. Jackie P. Hearns, Executive Director, Jobs Now Project. (Copy of paper presented to the Industrial Relations Research Association, December 30, 1968, Chicago, Ill.) MA-ORD.

Presents insights from the Jobs Now experimental and demonstration project.

Upgrading, Job Ladders, and Such Like. The Transportation Opportunity Program, Inc., Pico Rivera, Calif. MA-ORD.

Report on the second year of an experimental and demonstration project providing disadvantaged men with systematic training, placement, and upgrading in the trucking industry.

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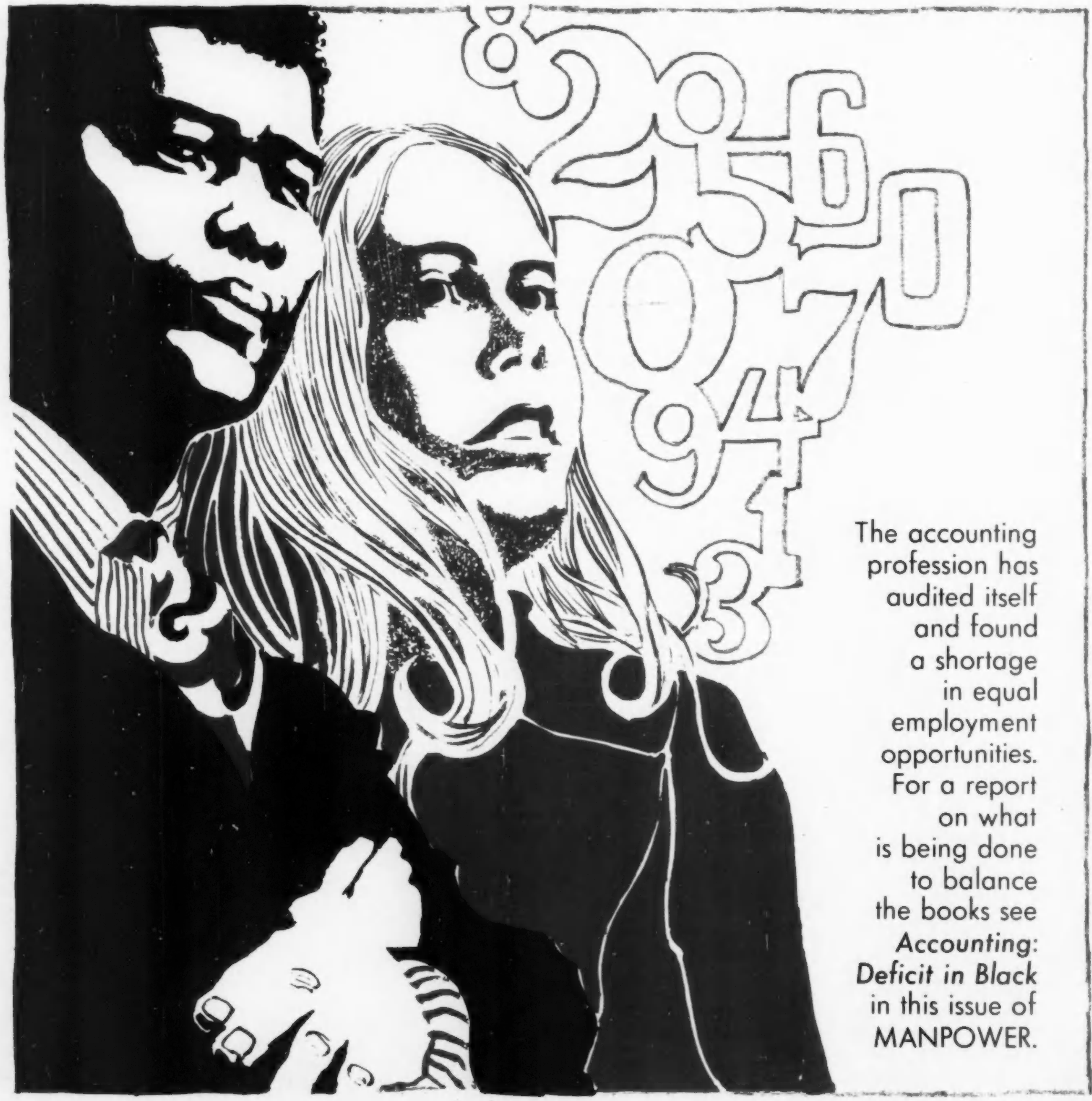

The accounting profession has audited itself and found a shortage in equal employment opportunities. For a report on what is being done to balance the books see *Accounting: Deficit in Black* in this issue of MANPOWER.

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